

Historic, Archive Document

Do not assume content reflects current
scientific knowledge, policies, or practices.

aHV696
.F6C86
2003



United States
Department of
Agriculture

Food and
Nutrition
Service

Office of
Analysis,
Nutrition, and
Evaluation

Current Perspectives on Food Stamp Program Participation

Trends in Food Stamp Program Participation Rates: 1999 to 2001

Current Perspectives on Food Stamp Program Participation

Titles in this series:

Food Stamp Program Participation Rates

Pat Doyle and Harold Beebout

November 1988

Food Stamp Program Participation Rates Among the Poverty Population, 1980-1987

Carole Trippe and Harold Beebout

November 1988

Determinants of Participation in the Food Stamp Program: A Review of the Literature

Susan Allin and Harold Beebout

November 1989

Estimating Rates of Participation in the Food Stamp Program: A Review of the Literature

Carole Trippe

November 1989

Food Stamp Program Participation Rates: August 1985

Pat Doyle

April 1990

The Effects of Food Stamps on Food Consumption: A Review of the Literature

Thomas M. Fraker

October 1990

Participation in the Food Stamp Program: A Multivariate Analysis

Alberto Martini

March 1992

Food Stamp Program Participation Rates: January 1988

Carole Trippe and Pat Doyle

July 1992

Trends in Food Stamp Program Participation Rates: 1976 to 1990

Carole Trippe, Pat Doyle, and Andrew Asher

July 1992

Food Stamp Program Participation Rates: January 1989

Carole Trippe and Pat Doyle

July 1992

Dynamics of the Food Stamp Program as Reported in the Survey of Income and Program Participation

Nancy R. Burstein

January 1993

Food Stamp Program Participation Rates: January 1992

Carole Trippe and Julie Sykes

October 1994

Food Stamp Program Participation Rates: January 1994

Michael Stavrianos

March 1997

Trends in Food Stamp Program Participation Rates: Focus on September 1997

Laura Castner and Scott Cody

November 1999

Trends in Food Stamp Program Participation Rates: Focus on 1994 to 1998

Laura Castner

November 2000

Trends in Food Stamp Program Participation Rates: 1994 to 1999

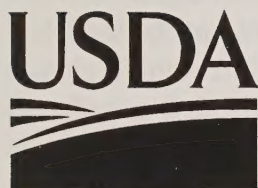
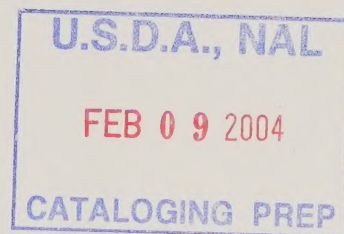
Randy Rosso

October 2001

Trends in Food Stamp Program Participation Rates: 1994 to 2000

Karen Cunyngnam

June 2002



United States
Department of
Agriculture

Food and
Nutrition
Service

3101 Park Center Drive
Room 1014
Alexandria, VA 22302

Trends in Food Stamp Program Participation Rates: 1999 to 2001

Karen Cunnyingham

A product of
Mathematica Policy Research, Inc.
600 Maryland Avenue, SW
Suite 550
Washington, DC 20024

June 2003

The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, gender, religion, age, disability, political beliefs, sexual orientation, or marital or family status. (Not all prohibited bases apply to all programs.) Persons with disabilities who require alternative means for communications of program information (Braille, large point, audiotape, etc.) should contact USDA's TARGET Center at (202) 720-2600 (voice and TDD).

To file a complaint of discrimination, write USDA, Director, Office of Civil Rights, Room 326-W, Whitten Building, 14th and Independence Avenue, S.W., Washington, DC 20250-9410 or call (202) 720-5964 (voice and TDD). USDA is an equal opportunity provider and employer.

ACKNOWLEDGMENTS

This report was prepared by Karen Cunnyingham of Mathematica Policy Research, Inc. for the U.S. Department of Agriculture's Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation. Many individuals made important contributions to the report. The author thanks Carole Trippe and Laura Castner for providing guidance and reviewing the report, Mike Bloom and Bruce Schechter for providing programming support, and Micki Morris for preparing the manuscript. The author also thanks Jenny Genser of the U.S. Department of Agriculture's Food and Nutrition Service for providing guidance and program information.

This work was conducted under contract number 53-3198-9-008 with the Food and Nutrition Service. An electronic version of this report is available at www.fns.usda.gov/oane/MENU/Published/FSP/Participation.htm.

Author:	Karen Cunnyingham
MPR Project Director:	Carole Trippe
MPR Project Number:	8659-314
FNS Project Officer:	Jenny Genser
FNS Contract Number:	53-3198-9-008

June 2003

CONTENTS

Chapter	Page
I	INTRODUCTION..... 1
II	PARTICIPATION RATES FOR SEPTEMBER 1999 THROUGH SEPTEMBER 2001..... 5
A.	HISTORIC TRENDS IN PARTICIPATION RATES..... 5
B.	RECENT TRENDS IN SEPTEMBER PARTICIPATION RATES 6
C.	SEPTEMBER PARTICIPATION RATES FOR SUBGROUPS 9
D.	TRENDS IN SEPTEMBER PARTICIPATION RATES FOR SUBGROUPS ... 9
III	PARTICIPATION RATES FOR FY 1999 THROUGH FY 2001 15
A.	RECENT TRENDS IN FY PARTICIPATION RATES 15
B.	FY PARTICIPATION RATES AND TRENDS IN FY PARTICIPATION RATES FOR SUBGROUPS..... 18
	REFERENCES..... 25
	APPENDIX A: PARTICIPATION RATES IN SEPTEMBER 2001 27
	APPENDIX B: PARTICIPATION RATES IN FY 2001 41
	APPENDIX C: SELELCTED HISTORIC PARTICIPATION RATES 55
	APPENDIX D: METHODOLOGY 61

TABLES

Table	Page
2.1 MONTHLY NUMBER OF ELIGIBLE AND PARTICIPATING INDIVIDUALS, HOUSEHOLDS AND BENEFITS, AND PARTICIPATION RATES, 1976–SEPTEMBER 2001	7
2.2 SUMMARY OF INDIVIDUAL PARTICIPATION RATES BY SUBGROUP, SEPTEMBER 2001	10
2.3 SUMMARY OF TRENDS IN INDIVIDUAL PARTICIPATION RATES, SEPTEMBER 1999–SEPTEMBER 2001.....	11
2.4 FSP PARTICIPATION RATES FOR INDIVIDUALS, BY DEMOGRAPHIC CHARACTERISTICS, SEPTEMBER 1999–SEPTEMBER 2001	12
2.5 FSP PARTICIPATION RATES FOR INDIVIDUALS, BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS, SEPTEMBER 1999–SEPTEMBER 2001.....	13
3.1 MONTHLY NUMBER OF ELIGIBLE AND PARTICIPATING INDIVIDUALS, HOUSEHOLDS AND BENEFITS, AND PARTICIPATION RATES, 1976–2001	16
3.2 SUMMARY OF INDIVIDUAL PARTICIPATION RATES BY SUBGROUP, FY 2001	19
3.3 SUMMARY OF TRENDS IN INDIVIDUAL PARTICIPATION RATES, FY 1999–FY 2001.....	20
3.4 FSP PARTICIPATION RATES FOR INDIVIDUALS, BY DEMOGRAPHIC CHARACTERISTICS, FY 1999–FY 2001	21
3.5 FSP PARTICIPATION RATES FOR INDIVIDUALS, BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS, FY 1999–FY 2001	22

FIGURES

Figure		Page
2.1	TRENDS IN MONTHLY FSP PARTICIPATION RATES, SEPTEMBER 1976–SEPTEMBER 2001.....	8
3.1	NUMBER OF FSP PARTICIPANTS, FY 1999–FY 2001	17

I. INTRODUCTION

The Food Stamp Program (FSP) helps low-income individuals purchase food so that they can obtain a nutritious diet. Most individuals are eligible for the program if their financial resources fall below certain income and asset thresholds. Not all of those who are eligible participate in the program, however. Some choose not to participate, while others are unaware that they are eligible. The food stamp participation rate—the percentage of eligible people who actually participate in the FSP—is an important measure of how well the program is reaching its target population.

This report presents participation rates for 2001 and examines changes in participation rates from 1999 to 2001.¹ It also examines trends in participation rates among subgroups of the eligible population, such as children, elderly, and individuals in households with earned income.

Two sets of participation rates are presented: one for September and the other an average for each fiscal year (FY). The September participation rates provide a point-in-time estimate, based on the number of participants in September of each year. The FY rates provide an average estimate, based on the average number of monthly participants over the course of a year. While both sets of estimates provide useful information, the FY rates have some methodological advantages. The FY rates have smaller sampling errors (due to the larger sample size of participants), which is especially important for subgroup rates.² The FY rates also use a consistent measure for participants and eligibles (a 12-month average), while the September rates

¹ This report focuses on trends in participation rates from 1999 to 2001 because March CPS data that is weighted based on Census 2000 is available only for those three years. Earlier estimates are based on weights from previous censuses and are not strictly comparable.

² The estimates of participation rates presented in this report are based on estimates of the number of individuals eligible for the FSP and the number of FSP participants. Since these estimates are based on a sample of the population, they are subject to statistical sampling error.

use a specific month for participants and an average month for eligibles.³ Since 2001 is a transition year for the improved methodology, we estimate and present both September and FY participation rates and trends for 1999 to 2001. In general, one would expect similar trends in both sets of estimates, although trends may diverge at particular points as caseload trends change direction.

The number of people participating in the FSP rose from September 1999 to September 2001, while the number of people eligible for food stamps fell slightly. As a result, the participation rate among eligible individuals rose three points, from 59 percent to 62 percent. This two-year increase follows five consecutive years of falling participation rates when measured with a consistent approach over all years.

The corresponding rates calculated for an average month of fiscal years 1999, 2000, and 2001 follow a somewhat different trend. The average number of people participating in the program fell slightly between FY 1999 and FY 2001. As a result, the FY average participation rate among eligible individuals fell one point, from 61 to 60 percent.

The difference between the September participation rate trend and the FY participation rate trend is driven by the trend in the number of participants. The number of participants fell throughout 1999 and the first part of FY 2000, and then rose through the end of FY 2000 and all of FY 2001. Because the number of participants was rising during FY 2001, the number of participants in September, the last month of the fiscal year, was higher than the average number of participants. Thus the participation rate for September 2001 is higher than the rate for FY 2001. In addition, the number of participants was higher in September 2001 than in September

³ The number of eligibles in both the September and FY participation rates are very similar because both estimates are based on an average simulated month that does not account for monthly variations in income. The September estimate, however, is based on a single simulated month, while the FY estimate is based on an average of 12 simulated months.

1999, while the average number of participants was lower in FY 2001 than in FY 1999. Therefore, the September-based rates show a rising trend during this period while the fiscal year rates show a falling trend. If these trends in participation and eligibility continue, we would expect to see rising participation rates in both series.

The general pattern of participation is similar whether measured in September 2001 or for the average month of FY 2001. Participation in the FSP remains high for individuals in households with children, receiving public assistance, or with very low income. Participation rates are low for citizen children living with noncitizen adults, elderly individuals, and individuals with incomes above poverty.

Participation rates rose for many major subgroups whether measured September 1999 to September 2001 or FY 1999 to FY 2001. These subgroups include children as well as individuals in households with one adult and children, with TANF, with earned income, or with very low income. Furthermore, both September and fiscal year participation rates dropped from 1999 to 2001 for disabled nonelderly adults, citizen children living with noncitizen adults, the elderly, and individuals in households with SSI.

The participation rates reported here rely on estimates of individuals eligible for food stamps and individuals participating in the FSP. The estimates of eligible individuals are derived from a model that uses March Current Population Survey (CPS) data to simulate the FSP. The estimates of participants are based on FSP Program Operations and Quality Control data. The resulting participation rates estimate the percentage of individuals who are eligible for the FSP that choose to participate in the program.⁴

⁴ See Appendix D for a description of the methodology used, including minor changes from previous Trends reports.

Chapter 2 of this report discusses trends in September participation rates, and Chapter 3 discusses trends in FY participation rates.

II. PARTICIPATION RATES FOR SEPTEMBER 1999 THROUGH SEPTEMBER 2001

This chapter discusses September participation rates, including historic and recent trends in overall participation rates, subgroup participation rates, and trends in subgroup participation rates. The estimates presented in this chapter use September participant data and are consistent with estimates from previous reports.

A. HISTORIC TRENDS IN PARTICIPATION RATES

Individual participation rates increased substantially in the late 1970s, from 31 percent in 1976 to 55 percent in 1980. Participation rates then leveled off, declining slightly to 48 percent by 1988. Through the late 1980s and early 1990s, participation rates rose rapidly, peaking in 1994 before beginning a five-year decline.⁵

Participation rates are affected by changes in the economy, program rules, trends in other public assistance programs, and the participation decisions of eligible people.⁶ The strong economy in the middle and late 1990's increased job opportunities for low-income families, thus reducing eligibility for and participation in the FSP. The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) reduced eligibility by disqualifying many noncitizens from the FSP and imposing time limits for some nonelderly nondisabled childless adults unless they participate in a qualifying work activity.⁷ In addition, PRWORA replaced Aid

⁵ See Appendix Table C.1 for the change in individual participation rates from 1988 to 2001.

⁶ See the Technical Appendices to this report at www.fns.usda.gov/oane/MENU/Published/FSP/Participation.htm for a description of specific economic and policy influences on participation rates.

⁷ Some noncitizens made ineligible by PRWORA regained eligibility through the Agricultural Research, Extension and Education Reform Act of 1998 and through the Farm

to Families with Dependent Children (AFDC) with Temporary Assistance to Needy Families (TANF) and added a new focus on moving people from welfare to work. The increased emphasis on work and the reduced TANF caseload lowered FSP participation rates because households not receiving public assistance are less likely to participate in the FSP.⁸

B. RECENT TRENDS IN SEPTEMBER PARTICIPATION RATES

From September 1999 to September 2001, the participation rate for eligible individuals rose 3 points to 62 percent (Table 2.1). During this period, the number of people eligible for benefits fell by over 4 percent from September 1999 to September 2000 and then rose 2 percent to 28.3 million in September 2001. The number of participants fell 3 percent from September 1999 to September 2000 and then rose 5 percent to 17.4 million in September 2001. Because the number of participants fell proportionally less and then rose proportionally more than the number of eligibles, the participation rate rose.

Both the household and benefit participation rates also rose in September 2001 (Figure 2.1).⁹ The household rate fell two points from September 1999 to September 2000 but then rose one point to 54 percent in September 2001. The benefit participation rate rose two points from September 1999 to September 2000 and rose one additional point to 73 percent in September 2001. Because those eligible for high benefits are more likely to participate than those eligible

(continued)

Security and Rural Investment Act of 2002 (though the latter changes are not reflected in this report).

⁸ Individuals who receive TANF are categorically eligible for the FSP. While most individuals who leave TANF still qualify for food stamps, that eligibility is no longer automatic. As a result some individuals are unaware that they are still eligible for the FSP and others choose not to apply. In FY 2001, individuals receiving TANF were three times more likely to participate in the FSP than individuals not receiving TANF.

⁹ The benefit participation rate measures the amount of benefits received as a proportion of total benefits that would be paid out if every eligible household participated.

TABLE 2.1

MONTHLY NUMBER OF ELIGIBLE AND PARTICIPATING INDIVIDUALS, HOUSEHOLDS AND BENEFITS, AND PARTICIPATION RATES, 1976 - SEPTEMBER 2001

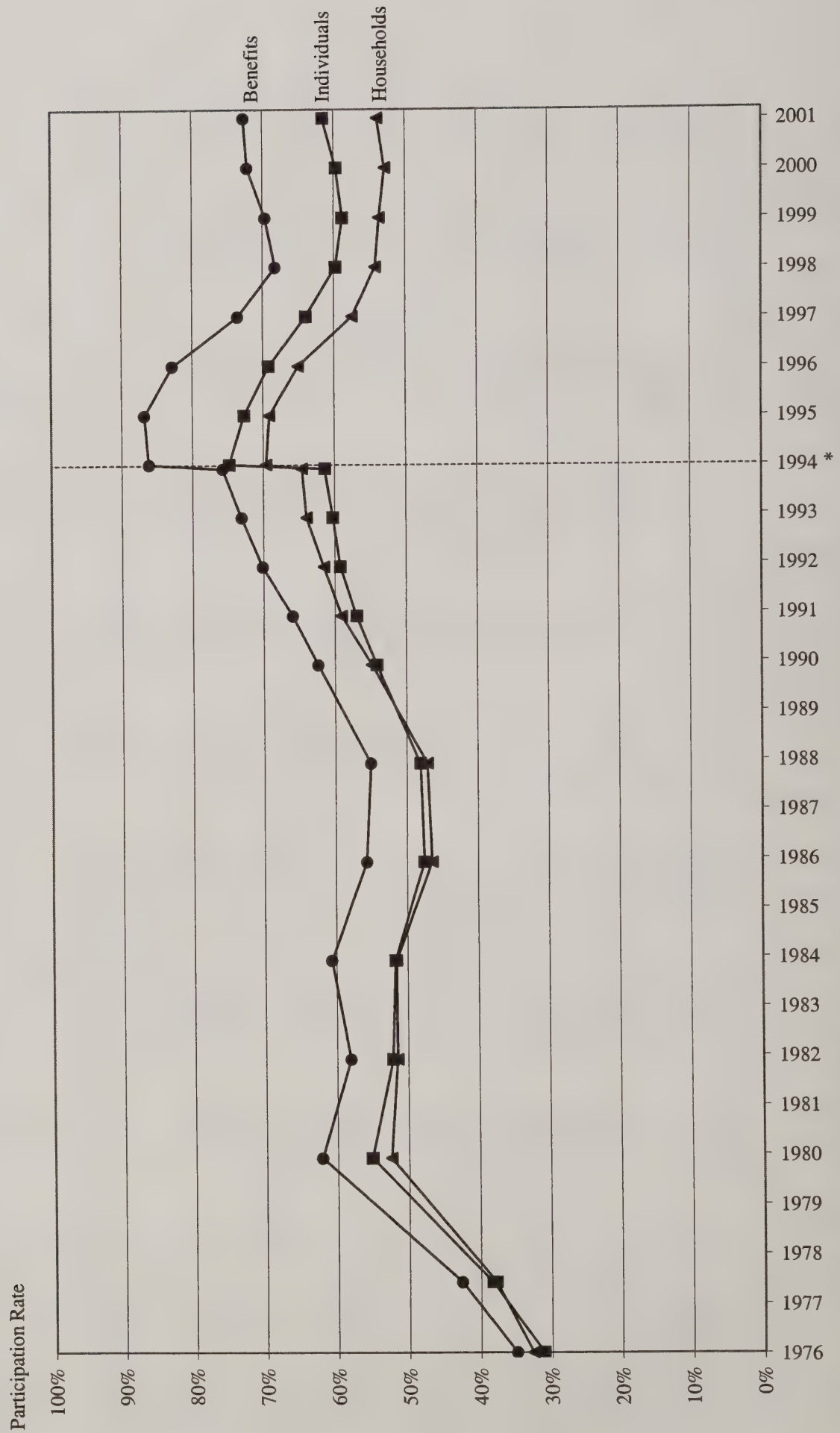
	Eligible (000's)			Participating (000's)			Participation Rates (%)		
	Individuals	Households	Benefits	Individuals	Households	Benefits	Individuals	Households	Benefits
September 1976 ^a	50,061	16,282	\$1,075,819	15,880	5,308	\$375,461	31.1	32.6	34.9
February 1978	40,175	13,984	934,427	15,387	5,286	398,066	38.3	37.8	42.6
August 1980	36,567	14,042	1,108,330	20,185	7,372	689,381	55.2	52.5	62.2
August 1982	39,364	14,538	1,352,251	20,548	7,487	785,658	52.2	51.5	58.1
August 1984	38,591	14,194	1,386,231	19,990	7,324	841,442	51.8	51.6	60.7
August 1986	40,061	15,273	1,544,833	19,069	7,102	860,472	47.6	46.5	55.7
August 1988	38,166	14,896	1,646,310	18,358	7,016	907,117	48.1	47.1	55.1
August 1990	37,631	14,523	1,905,141	20,396	7,973	1,188,808	54.2	54.9	62.4
August 1991	40,989	15,574	2,229,403	23,364	9,204	1,471,406	57.0	59.1	66.0
August 1992	43,474	16,627	2,491,671	25,759	10,238	1,749,058	59.3	61.6	70.2
August 1993	45,241	17,031	2,515,761	27,260	10,900	1,839,469	60.3	64.0	73.1
August 1994 (o) ^b	44,327	17,040	2,473,299	27,207	11,005	1,873,953	61.4	64.6	75.8
September 1994 (r)	35,053	15,305	2,028,290	26,229	10,659	1,747,990	74.8	69.6	86.2
September 1995	34,665	14,994	2,017,983	25,213	10,374	1,751,560	72.7	69.2	86.8
September 1996	34,478	15,264	2,060,242	23,874	9,934	1,706,230	69.2	65.1	82.8
September 1997	31,818	14,692	1,913,367	20,365	8,446	1,407,148	64.0	57.5	73.5
September 1998	30,350	14,024	1,836,184	18,152	7,606	1,253,632	59.8	54.2	68.3
September 1999 ^c	29,035	13,559	1,722,035	17,081	7,280	1,199,679	58.8	53.7	69.7
September 2000 ^c	27,748	13,455	1,634,014	16,571	7,118	1,179,197	59.7	52.9	72.2
September 2001	28,320	13,900	1,766,819	17,434	7,500	1,284,655	61.6	54.0	72.7
Change (September 2000 to September 2001)	2.1%	3.3%	8.1%	5.2%	5.4%	8.9%	1.8 points	1.1 points	.5 points

Source: FSP Program Operations data, FSPQC data, and March CPS data for the years shown.

^aThe benefit rate for 1976 and 1978 is based on the net benefit (maximum benefits-purchase requirement). Hence, the benefit rates are consistent over all years.^bThere are two estimates for August 1994 due to revised methodologies for determining food stamp eligibility and for determining the number of participants. The original estimate (o) is based on the methodology employed in all previous trends studies, while the revised estimate (r) is based on the new methodology.^cThe March 2000, 2001 and 2002 CPS files (used to estimate the number of eligibles for 1999 through 2001) contain weights based on Census 2000. Because of the reweighting as well as other minor methodological changes, estimates for September 1999 and September 2000 do not match previously published numbers.

FIGURE 2.1

TRENDS IN MONTHLY FSP PARTICIPATION RATES, SEPTEMBER 1976 - SEPTEMBER 2001



Source: FSP Program Operations data, FSPQC data, and March CPS data for the years shown.

*There is a break in the time series in August 1994 due to revisions in the methodology for determining eligibility.

for eligible for low benefits, the benefit rate is consistently higher than the individual or household rates. Since September 1994, the individual rate has been slightly higher than the household rate, although still lower than the benefit participation rate.

C. SEPTEMBER PARTICIPATION RATES FOR SUBGROUPS

FSP participation rates vary by demographic and economic subgroup. Historically, participation rates have been relatively high for TANF and SSI recipients, individuals in households with very low incomes, and children. Conversely, participation rates have been relatively low for citizen children living with noncitizen adults, individuals in households with incomes above poverty, and the elderly. This pattern remained true in September 2001. Table 2.2 presents individual participation rates by subgroup for September 2001.

D. TRENDS IN SEPTEMBER PARTICIPATION RATES FOR SUBGROUPS

We examine trends in individual participation rates among subgroups to determine how well the FSP is reaching various types of households.¹⁰ Trends in September participation rates for many major subgroups are rising along with the overall participation rate. However, September participation rates for some subgroups are falling or holding constant. Table 2.3 provides a summary of subgroup trends.

For many subgroups, participation rates rose from September 1999 to September 2001. However, the increase in the participation rate was substantially higher for some subgroups than for others, as indicated below and shown in Tables 2.4 and 2.5.

¹⁰ Individual, household, and benefit participation rates by subgroup for September 2001 are presented in Appendix A and for September 1999 and September 2000 in the Technical Appendices to this report at www.fns.usda.gov/oane/MENU/Published/FSP/Participation.htm.

TABLE 2.2

SUMMARY OF INDIVIDUAL PARTICIPATION RATES BY SUBGROUP, SEPTEMBER 2001

	Participation Rate
Nondisabled Childless Adults Subject to Work Registration ^a	23.1
Individuals in Households with Income Slightly Above Poverty (101 - 130 Percent of Poverty)	27.9
Elderly Individuals	28.0
Citizen Children Living with Noncitizen Adults ^c	34.3
Noncitizens ^b	39.6
Individuals in Households with Earnings	52.1
Individuals in All Households	61.6
Individuals in Households with Elderly SSI	77.9
Children	79.7
Individuals in Households with Nonelderly SSI	99.6
Individuals in Households with Very Low Income (1 - 50 Percent of Poverty)	102.4
Individuals in Households with One Adult and Children	102.5
Individuals in Households with TANF	179.2

Source: March 2002 CPS and September 2001 FSP Program Operations Data and FSPQC Data.

Note: Participation rates over 100 percent are due to reporting errors in the CPS (see Appendix D).

^a Referred to as ABAWDs in previous reports, these individuals are age 18 to 49, not disabled, not living with children under age 18, and subject to work registration. With some exceptions, these individuals must meet work requirements or face time limits on benefit receipt.

^b Noncitizens who are eligible and/or participating. This row does not include noncitizens who are outside the food stamp unit but reside in the same household.

^c Citizen children living with a noncitizen adult in the household, regardless of the FSP-participation of the adult.

TABLE 2.3

SUMMARY OF TRENDS IN INDIVIDUAL PARTICIPATION RATES, SEPTEMBER 1999 - SEPTEMBER 2001

Subgroup	Participation Rate Trend
Overall Population	Rising
Age of Individual	
Children	Rising
Elderly	Falling
Disabled Nonelderly Adults	Falling
Citizenship	
Noncitizens	Falling
Citizen Children Living with Noncitizen Adult	Falling
Individuals in Households without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration	Rising
Individuals in Households with One Adult and Children	Rising
Household Income Source	
Earnings	Rising
TANF	Rising
Elderly SSI	Falling
Nonelderly SSI	Falling
Individuals in Households with Very Low Income (1-50 Percent of Poverty)	Rising
Individuals in Households with High Benefits (51-99 Percent of Maximum Benefit)	Rising

TABLE 2.4

FSP PARTICIPATION RATES FOR INDIVIDUALS, BY DEMOGRAPHIC CHARACTERISTICS, SEPTEMBER 1999 - SEPTEMBER 2001

	Participation Rates			Eligible Individuals (000s)		Participating Individuals (000s)	
	Sept 1999	Sept 2000	Sept 2001	Sept 1999	Sept 2001	Sept 1999	Sept 2001
Individuals in All Households	58.8	59.7	61.6	29,035	28,320	17,081	17,434
Household Size							
Small (1-2 members)	48.6	45.6	45.7	9,524	10,112	4,632	4,623
Medium (3-4 members)	67.6	73.6	76.4	2,935	2,850	1,984	2,178
Large (5 or more members)	60.4	69.4	74.5	1,100	938	664	699
Age of Individual							
Children	70.0	74.8	79.7	12,357	11,263	8,650	8,972
Preschool Age (0 to 4 years)	77.0	79.2	81.1	3,625	3,511	2,790	2,846
School Age (5 to 17 years)	67.1	72.8	79.0	8,731	7,752	5,860	6,126
Nonelderly Adults (18 to 59 years)	59.4	59.1	60.7	11,336	11,281	6,731	6,846
Elderly Individuals	31.8	30.1	28.0	5,342	5,776	1,699	1,617
Disabled Nonelderly Adults	60.6	51.2	50.4	2,881	3,330	1,746	1,680
Nondisabled Childless Adults Subject to Work Registration ^a	22.4	22.0	23.1	1,470	1,530	329	353
Noncitizens ^b	47.9	44.3	39.6	1,613	1,353	772	536
Citizen Children Living with Noncitizen Adults ^c	44.6	37.9	34.3	2,589	2,681	1,154	920
Individuals in Households Without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration	62.1	63.1	66.7	24,642	24,234	15,308	16,164
Household Composition							
Households with Children	68.9	73.0	76.6	19,207	17,748	13,238	13,587
One Adult	89.2	99.4	102.5	9,135	8,176	8,146	8,383
Married Household Head	52.3	54.7	56.0	5,606	5,216	2,932	2,922
Other Multiple Adults	52.2	48.9	55.1	2,526	2,589	1,319	1,428
Children Only	43.4	39.1	48.4	1,939	1,767	841	854
Households without Children	39.1	36.7	36.4	9,829	10,572	3,842	3,847

Source: FSP Program Operations Data, FSPQC Data, and CPS Data for the years shown

^a Referred to as ABAWDs in previous reports, these individuals are age 18 to 49, not disabled, not living with children under age 18, and subject to work registration. With some exceptions, these individuals must meet work requirements or face time limits on benefit receipt.

^b Noncitizens who are eligible and/or participating. This row does not include noncitizens who are outside the food stamp unit but reside in the same household.

^c Citizen children living with a noncitizen adult in the household, regardless of the FSP participation status of the adult.

TABLE 2.5

FSP PARTICIPATION RATES FOR INDIVIDUALS, BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS,
SEPTEMBER 1999 - SEPTEMBER 2001

	Participation Rates			Eligible Individuals (000s)		Participating Individuals (000s)	
	Sept 1999	Sept 2000	Sept 2001	Sept 1999	Sept 2001	Sept 1999	Sept 2001
Individuals in All Households	58.8	59.7	61.6	29,035	28,320	17,081	17,434
Household Income Source							
Earnings	42.7	50.9	52.1	13,848	12,393	5,907	6,458
TANF	141.9	157.6	179.2	4,188	3,089	5,943	5,536
Elderly SSI	97.5	83.7	77.9	1,239	1,399	1,208	1,089
Nonelderly SSI	106.8	103.6	99.6	2,898	3,153	3,094	3,140
Household Income as a Percentage of Poverty Level							
No Income	36.9	31.2	33.7	3,394	4,160	1,251	1,404
1 to 50%	83.8	94.5	102.4	6,258	5,287	5,246	5,415
51 to 100%	78.4	76.6	80.5	11,214	10,764	8,789	8,670
101 to 130%	25.5	31.2	27.9	6,748	6,495	1,719	1,812
130%+	5.3	6.4	8.3	1,422	1,614	76	134
Household Benefit as a Percentage of Maximum Benefit							
1 to 50%	45.1	45.8	44.5	13,627	13,585	6,140	6,042
51 to 99%	78.9	86.4	92.9	9,965	8,659	7,867	8,044
100%	56.5	52.4	55.1	5,443	6,076	3,074	3,349

Source: FSP Program Operations Data, FSPQC Data, and CPS Data for the years shown

Note: Participation rates over 100 percent are due to reporting errors in the CPS (see Appendix D).

- ***Children.*** The participation rate for children rose by 10 points.
- ***Individuals In Households with One Adult and Children.*** The participation rate for these individuals rose by 13 points.
- ***Individuals in Households with Earnings.*** The participation rate for individuals in households with earnings rose by 9 points.
- ***Individuals in Households with TANF.*** The participation rate for individuals in households with TANF rose by 37 points.
- ***Individuals in Households with Very Low Income (1 – 50 Percent of Poverty).*** The participation rate for very low-income individuals rose by 19 points.
- ***Individuals in Households with High Benefits (51 – 99 Percent of Maximum Benefit).*** The participation rate for these individuals rose by 14 points.
- ***Individuals in Households without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration.*** The participation rate for these individuals rose by 5 points.

Some subgroups have followed trends that differ from the overall trends. For example, the rates for some subgroups fell from September 1999 to September 2001, while rates for others held constant for one or both years. The following subgroups have participation rate trends that differ from the overall rate.

- ***Elderly.*** The participation rate for elderly individuals fell by 4 points.
- ***Disabled Nonelderly Adults.*** The participation rate for disabled nonelderly adults dropped by 9 points in September 2000 and then 1 additional point in September 2001.
- ***Noncitizens.*** The participation rate for noncitizens fell by 8 points.
- ***Citizen Children Living in Households with Noncitizen Adults.*** The participation rate for this subgroup fell by 10 points.
- ***Individuals in Households with Elderly SSI.*** The participation rate for individuals in households with elderly SSI fell by 20 points.
- ***Individuals in Households with Nonelderly SSI.*** The participation rate for individuals in households with nonelderly SSI fell by 7 points.

III. PARTICIPATION RATES FOR FY 1999 THROUGH FY 2001

This chapter discusses FY participation rates for FY 1999 through FY 2001, including recent trends in overall participation rates, subgroup participation rates, and trends in subgroup participation rates. The estimates presented in this chapter use FY monthly average data and will be consistent with estimates in future reports.

A. RECENT TRENDS IN FY PARTICIPATION RATES

The rate of participation among eligible individuals fell from FY 1999 through FY 2001 by one point to 60 percent (Table 3.1). During this period, the number of people eligible for benefits fell by 4 percent from FY 1999 to FY 2000 and then rose 2 percent to 28.3 million in FY 2001. The number of participants fell 6 percent from FY 1999 to FY 2000 and then rose 1 percent to 16.9 million in FY 2001. Because the number of participants fell proportionally more and then rose proportionally less than the number of eligible individuals, the participation rate fell.

The FY trend differs from the September trend because of the trend in the number of participants. While the number of participants rose during FY 2001 and the number of participants in September 2001 was higher than the number of participants in September 1999, the average monthly number of participants in FY 2001 remained lower than the average monthly number of participants in FY 1999 (Figure 3.1).

Both the household and benefit participation rates also fell in FY 2001. The household rate fell two points from FY 1999 to FY 2000 and then fell one additional point to 52 percent in FY 2001. The benefit participation rate stayed constant from FY 1999 to FY 2000 and then fell two points to 71 percent in FY 2001.

TABLE 3.1

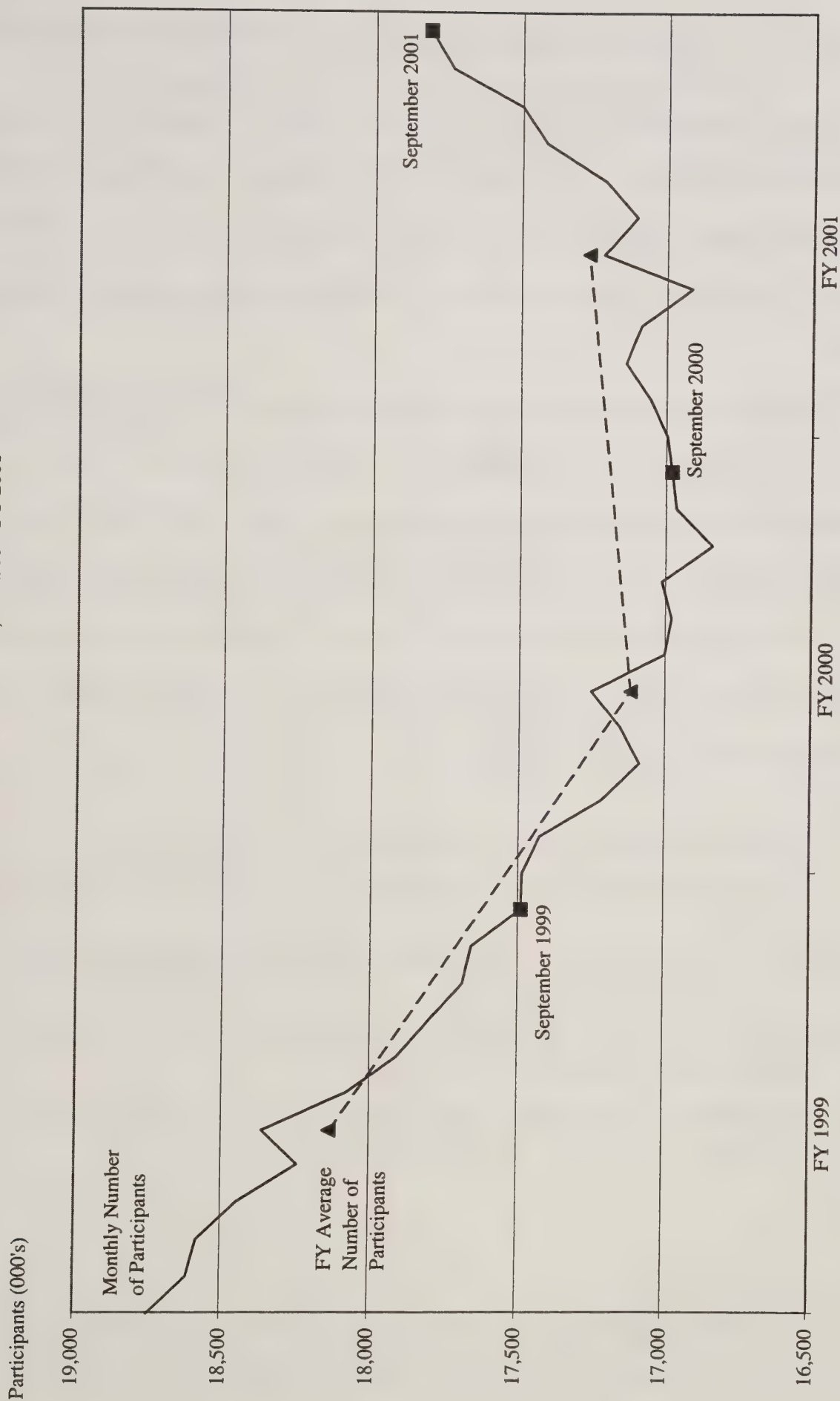
MONTHLY NUMBER OF ELIGIBLE AND PARTICIPATING INDIVIDUALS,
HOUSEHOLDS AND BENEFITS, AND PARTICIPATION RATES, FY 1999 - FY 2001

	Eligible (000's)			Participating (000's)			Participation Rates (%)		
	Individuals	Households	Benefits	Individuals	Households	Benefits	Individuals	Households	Benefits
FY 1999	29,034	13,566	1,716,053	17,710	7,496	1,251,475	61.0	55.3	72.9
FY 2000	27,835	13,479	1,643,269	16,705	7,157	1,192,194	60.0	53.1	72.6
FY 2001	28,321	13,895	1,759,031	16,898	7,285	1,239,291	59.7	52.4	70.5
Change (FY 2000 to FY 2001)	1.7%	3.1%	7.0%	1.2%	1.8%	4.0%	-0.3 points	-0.7 points	-2.1 points

Source: FSP Program Operations data, FSPQC data, and March CPS data for the years shown.

Note: Data for previous years can be found in Table 2.1.

FIGURE 3.1
NUMBER OF FSP PARTICIPANTS, FY 1999 - FY 2001



Source: FSP Program Operations Data

B. FY PARTICIPATION RATES AND TRENDS IN FY PARTICPATION RATES FOR SUBGROUPS

As in September 2001, participation rates in FY 2001 were relatively high for TANF and SSI recipients, individuals in households with very low incomes, and children and relatively low for citizen children living with noncitizen adults, individuals in households with incomes above poverty, and the elderly. Table 3.2 presents individual participation rates by subgroup for FY 2001.

We examine trends in individual participation rates among subgroups to determine how well the FSP is reaching various types of households.¹¹ Trends in participation rates for some major subgroups fell along with the overall participation rate. However, participation rates for some subgroups are rising or holding constant. Table 3.3 provides a summary of subgroup trends.

For some subgroups, participation rates fell from FY 1999 to FY 2001. However, the decrease in the participation rate was greater for some subgroups than for others, as indicated below and shown in Tables 3.4 and 3.5.

- ***Elderly.*** The participation rate for elderly individuals fell by 3 points.
- ***Disabled Nonelderly Adults.*** The participation rate for disabled nonelderly adults fell by 5 points.
- ***Citizen Children Living in Households with Noncitizen Adults.*** The participation rate for this subgroup fell by 2 points.
- ***Individuals in Households with Elderly SSI.*** The participation rate for individuals in households with elderly SSI fell by 11 points.
- ***Individuals in Households with Nonelderly SSI.*** The participation rate for individuals in households with nonelderly SSI fell by 5 points.

¹¹ Individual, household, and benefit participation rates by subgroup are presented in Appendix B for FY 2001 and in the Technical Appendices to this report at www.fns.usda.gov/oane/MENU/Published/FSP/Participation.htm for FY 1999 and FY 2000.

TABLE 3.2

SUMMARY OF INDIVIDUAL PARTICIPATION RATES BY SUBGROUP, FY 2001

	Participation Rate
Nondisabled Childless Adults Subject to Work Registration ^a	23.8
Individuals in Households with Income Slightly Above Poverty (101 - 130 Percent of Poverty)	27.4
Elderly Individuals	28.1
Citizen Children Living with Noncitizen Adults ^c	37.6
Noncitizens ^b	46.0
Individuals in Households with Earnings	51.8
Individuals in All Households	59.7
Children	76.6
Individuals in Households with Elderly SSI	80.1
Individuals in Households with Very Low Income (1 - 50 Percent of Poverty)	97.8
Individuals in Households with One Adult and Children	97.3
Individuals in Households with Nonelderly SSI	99.7
Individuals in Households with TANF	174.9

Source: March 2002 CPS and FY 2001 FSP Program Operations Data and FSPQC Data.

Note: Participation rates over 100 percent are due to reporting errors in the CPS (see Appendix D).

^a Referred to as ABAWDs in previous reports, these individuals are age 18 to 49, not disabled, not living with children under age 18, and subject to work registration. With some exceptions, these individuals must meet work requirements or face time limits on benefit receipt.

^b Noncitizens who are eligible and/or participating. This row does not include noncitizens who are outside the food stamp unit but reside in the same household.

^c Citizen children living with a noncitizen adult in the household, regardless of the FSP participation status of the adult.

TABLE 3.3

SUMMARY OF TRENDS IN INDIVIDUAL PARTICIPATION RATES, FY 1999 - FY 2001

Subgroup	Participation Rate Trend
Overall Population	Falling
Age of Individual	
Children	Rising
Elderly	Falling
Disabled Nonelderly Adults	Falling
Citizenship	
Noncitizens	Rising then falling
Citizen Children Living with Noncitizen Adult	Falling
Individuals in Households without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration	Falling then rising
Individuals in Households with One Adult and Children	Rising then constant
Household Income Source	
Earnings	Rising
TANF	Rising
Elderly SSI	Falling
Nonelderly SSI	Falling
Individuals in Households with Very Low Income (1-50 Percent of Poverty)	Constant then rising
Individuals in Households with High Benefits (51-99 Percent of Maximum Benefit)	Constant

TABLE 3.4

FSP PARTICIPATION RATES FOR INDIVIDUALS, BY DEMOGRAPHIC CHARACTERISTICS,
FY 1999-FY 2001

	Participation Rates			Eligible Individuals (000s)		Participating Individuals (000s)	
	FY	FY	FY	FY	FY	FY	FY
	1999	2000	2001	1999	2001	1999	2001
Individuals in All Households	61.0	60.0	59.7	29,034	28,321	17,710	16,898
Household Size							
Small (1-2 members)	48.5	45.9	45.2	9,552	10,121	4,630	4,579
Medium (3-4 members)	72.3	73.1	70.0	2,908	2,831	2,104	1,983
Large (5 or more members)	68.9	69.4	76.7	1,107	943	763	723
Age of Individual							
Children	73.9	75.4	76.6	12,344	11,272	9,127	8,637
Preschool Age (0 to 4 years)	81.4	77.6	79.6	3,623	3,531	2,950	2,811
School Age (5 to 17 years)	70.8	74.3	75.3	8,721	7,740	6,177	5,826
Nonelderly Adults (18 to 59 years)	61.0	59.1	58.9	11,345	11,273	6,924	6,638
Elderly Individuals	31.0	30.2	28.1	5,345	5,775	1,659	1,623
Disabled Nonelderly Adults	54.5	50.6	49.3	2,898	3,335	1,580	1,643
Nondisabled Childless Adults Subject to Work Registration ^a	24.2	23.6	23.8	1,462	1,519	354	361
Noncitizens ^b	44.7	53.0	46.0	1,629	1,361	728	626
Citizen Children Living with Noncitizen Adults ^c	39.9	39.5	37.6	2,600	2,698	1,038	1,014
Individuals in Households Without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration	65.0	63.1	63.6	24,620	24,232	16,005	15,414
Household Composition							
Households with Children	72.8	73.4	73.7	19,198	17,764	13,967	13,098
One Adult	94.6	97.3	97.3	9,054	8,186	8,563	7,968
Married Household Head	58.6	57.2	56.4	5,635	5,213	3,303	2,942
Other Multiple Adults	52.7	48.4	53.3	2,562	2,591	1,351	1,382
Children Only	38.5	45.9	45.5	1,947	1,774	749	807
Households without Children	38.1	36.7	36.0	9,836	10,557	3,743	3,800

Source: FSP Program Operations Data, FSPQC Data, and CPS Data for the years shown

^a Referred to as ABAWDs in previous reports, these individuals are age 18 to 49, not disabled, not living with

^b Noncitizens who are eligible and/or participating. This row does not include noncitizens who are outside the food stamp unit but reside in the same household.

^c Citizen children living with a noncitizen adult in the household, regardless of the FSP participation status of the adult

TABLE 3.5

FSP PARTICIPATION RATES FOR INDIVIDUALS, BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS,
FY 1999 - FY 2001

	Participation Rates			Eligible Individuals (000s)		Participating Individuals (000s)	
	FY	FY	FY	FY	FY	FY	FY
	1999	2000	2001	1999	2001	1999	2001
Individuals in All Households	61.0	60.0	59.7	29,034	28,321	17,710	16,898
Household Income Source							
Earnings	47.3	49.4	51.8	13,984	12,455	6,611	6,451
TANF	158.4	160.5	174.9	4,182	3,086	6,624	5,396
Elderly SSI	91.4	88.5	80.1	1,242	1,412	1,135	1,131
Nonelderly SSI	105.1	103.8	99.7	2,889	3,129	3,036	3,121
Household Income as a Percentage of Poverty Level							
No Income	33.1	31.3	30.9	3,441	4,046	1,138	1,249
1 to 50%	94.8	95.2	97.8	6,009	5,255	5,697	5,137
51 to 100%	78.6	78.3	79.1	11,425	10,875	8,983	8,601
101 to 130%	26.7	28.4	27.4	6,753	6,533	1,800	1,787
130%+	6.6	6.9	7.7	1,406	1,612	92	124
Household Benefit as a Percentage of Maximum Benefit							
1 to 50%	44.5	45.3	44.7	13,701	13,646	6,091	6,106
51 to 99%	87.0	87.2	87.3	9,855	8,695	8,572	7,592
100%	55.6	52.8	53.5	5,478	5,980	3,047	3,200

Source: FSP Program Operations Data, FSPQC Data, and CPS Data for the years shown

Note: Participation rates over 100 percent are due to reporting errors in the CPS (see Appendix D).

Some subgroups have followed trends that differ from the overall trends. For example, the rates for some subgroups rose from FY 1999 to FY 2001, while rates for others rose one year and fell or held constant the other. The following subgroups have participation rate trends that differ from the overall rate.

- ***Children.*** The participation rate for children rose by 3 points.
- ***Individuals in Households with One Adult and Children.*** The participation rate for these individuals rose by 3 points in FY 2000 and then held constant in FY 2001.¹²
- ***Individuals in Households with Earnings.*** The participation rate for individuals in households with earnings rose by 5 points.
- ***Individuals in Households with TANF.*** The participation rate for individuals in households with TANF rose by 2 points in FY 2000 and then another 14 points in FY 2001.
- ***Individuals in Households with Very Low Income (1 – 50 Percent of Poverty).*** The participation rate for very low-income individuals held constant in FY 2000 and then rose 3 points in FY 2001.
- ***Individuals in Households with High Benefits (51 – 99 Percent of Maximum Benefit).*** The participation rate for these individuals remained unchanged from FY 1999 to FY 2001.
- ***Noncitizens.*** The participation rate for noncitizens rose by 8 points in FY 2000 and then fell by 7 points in FY 2001.
- ***Individuals in Households without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration.*** The participation rate for these individuals fell by 2 points in FY 2000 and then rose by less than 1 point in FY 2001 for a total drop from FY 1999 to FY 2001 of 1 point.¹³

¹² See Appendix Table C.2 for participation rates of subgroups of these individuals.

¹³ See Appendix Table C.3 for participation rates of subgroups of these individuals.

REFERENCES

Trippe, Carole, Pat Doyle, and Andrew Asher. "Trends in Food Stamp Program Participation Rates: January 1976 to 1990." Alexandria, VA: U.S. Department of Agriculture, Food and Consumer Service, 1992.

U.S. Immigration and Naturalization Service, *Statistical Yearbook of the Immigration and Naturalization Service, 1996*. Washington, DC: U.S. Government Printing Office, 1997.

APPENDIX A

PARTICIPATION RATES IN SEPTEMBER 2001

TABLE A.1

INDIVIDUAL, HOUSEHOLD AND BENEFIT PARTICIPATION RATES, SEPTEMBER 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals	17,434,311	28,320,263	61.56%
Food Stamp Household	7,500,474	13,900,223	53.96%
Benefits	1,284,654,585	1,766,818,716	72.71%
Average Food Stamp Household Size	2.32	2.04	
Average Per Capita Benefit	73.69	62.39	

TABLE A.2

HOUSEHOLD PARTICIPATION RATES BY HOUSEHOLD SIZE, SEPTEMBER 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Household Size			
1 Person	3,243,263	7,201,835	45.03%
2 People	1,380,081	2,910,460	47.42%
3 People	1,211,864	1,652,750	73.32%
4 People	966,461	1,197,624	80.70%
5 People	405,995	554,303	73.24%
6 or More People	292,810	383,252	76.40%
Total Households	7,500,474	13,900,223	53.96%

TABLE A.3

INDIVIDUAL PARTICIPATION RATES BY DEMOGRAPHIC CHARACTERISTICS, SEPTEMBER 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	17,434,311	28,320,263	61.56%
Age of Individual			
Children Under Age 18	8,971,724	11,263,138	79.66%
Preschool	2,845,903	3,510,727	81.06%
School-age	6,125,821	7,752,411	79.02%
Adults Age 18 to 59	6,845,630	11,281,296	60.68%
Elderly	1,616,957	5,775,829	28.00%
Living Alone	1,189,170	3,166,943	37.55%
Living with Others	427,787	2,608,886	16.40%
Disabled Nonelderly Adults	1,679,832	3,330,113	50.44%
Nondisabled Childless Adults Subject to Work Registration	353,003	1,529,847	23.07%
Noncitizens	535,926	1,352,733	39.62%
Citizen Children Living with Noncitizen Adults	920,039	2,680,522	34.32%
Employment Status of Nonelderly Adults			
Employed	1,579,422	3,569,183	44.25%
Unemployed	567,749	968,194	58.64%
Not in the Labor Force	4,329,341	6,743,919	64.20%
Individuals by Race/Ethnicity of Household Head			
White Nonhispanic Head	7,561,983	12,721,584	59.44%
Black Nonhispanic Head	5,988,184	7,665,693	78.12%
Hispanic Head	3,250,859	6,654,891	48.85%
Other Head	633,286	1,278,095	49.55%
Individuals by Household Composition			
Households with Children	13,587,092	17,748,245	76.55%
One Adult	8,382,692	8,176,325	102.52%
Married Household Head	2,922,186	5,215,926	56.02%
Other Multiple Adults	1,427,930	2,589,320	55.15%
Children Only	854,283	1,766,675	48.36%
Households without Children	3,847,219	10,572,017	36.39%
Gender of Individual			
Male	6,974,615	11,960,986	58.31%
Female	10,459,696	16,359,276	63.94%
Metropolitan Status			
Urban	12,830,129	21,673,240	59.20%
Rural	4,604,182	6,647,023	69.27%

TABLE A.4

INDIVIDUAL PARTICIPATION RATES BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS,
SEPTEMBER 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	17,434,311	28,320,263	61.56%
Individuals by Household Income Sources			
No Earnings	10,976,423	15,927,272	68.92%
Earnings	6,457,888	12,392,991	52.11%
No TANF	5,044,599	11,330,091	44.52%
TANF	1,413,288	1,062,900	132.97%
TANF	5,535,576	3,089,112	179.20%
Nonelderly SSI Benefits	3,139,684	3,153,312	99.57%
Elderly SSI Benefits	1,089,061	1,398,792	77.86%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	15,488,174	20,211,098	76.63%
No Income	1,403,884	4,160,208	33.75%
>0-50%	5,414,634	5,287,049	102.41%
51-100%	8,669,655	10,763,841	80.54%
Total Greater Than 100% of Poverty	1,946,137	8,109,165	24.00%
101-130%	1,811,974	6,494,732	27.90%
131% or More	134,163	1,614,433	8.31%
Individuals by Monthly Household Benefit			
\$10 or Less	1,022,921	3,950,949	25.89%
\$11-25	495,300	885,571	55.93%
\$26-50	741,351	1,565,901	47.34%
\$51-75	834,513	1,630,051	51.20%
\$76-100	728,272	1,689,738	43.10%
\$101-150	2,627,149	4,930,286	53.29%
\$151-200	1,535,500	2,278,994	67.38%
\$ 201 or More	9,449,305	11,388,772	82.97%
Benefit as a Percentage of Maximum Benefit			
Low Benefits (1 - 50%)	6,041,941	13,584,715	44.48%
1 - 25%	2,867,023	7,560,728	37.92%
26 - 50%	3,174,918	6,023,987	52.70%
High Benefits (51 - 99%)	8,043,749	8,659,455	92.89%
51 - 75%	4,265,260	5,052,637	84.42%
76 - 99%	3,778,489	3,606,818	104.76%
100%	3,348,621	6,076,093	55.11%

TABLE A.5A

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, SEPTEMBER 2001
Households with Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Children	13,587,092	17,748,245	76.55%
Age of Individual			
Child under 18	8,966,163	11,263,138	79.61%
Adult age 18-59	4,529,896	6,184,747	73.24%
Elderly age 60 or over	91,032	300,360	30.31%
Individuals by Household Income Sources			
No Income	966,307	2,446,012	39.51%
No Earnings	7,510,400	7,143,794	105.13%
Earnings	6,076,692	10,604,451	57.30%
TANF	5,493,756	2,846,317	193.01%
Earnings	1,407,475	996,076	141.30%
No Earnings	4,086,282	1,850,241	220.85%
No TANF	8,093,335	14,901,928	54.31%
Earnings	4,669,217	9,608,375	48.60%
No Earnings	3,424,118	5,293,553	64.68%
Social Security	1,394,575	1,829,887	76.21%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	12,122,209	13,511,001	89.72%
No Income	966,307	2,446,012	39.51%
>0-50%	4,951,775	4,247,922	116.57%
51-100%	6,204,127	6,817,067	91.01%
Total Greater Than 100% of Poverty	1,464,883	4,237,245	34.57%
101-130%	1,414,047	3,889,728	36.35%
131% or More	50,835	347,516	14.63%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	12,821,839	14,678,108	87.35%
No Earnings	7,510,400	7,143,794	105.13%
>0-50%	2,317,996	2,326,828	99.62%
51-100%	2,993,443	5,207,485	57.48%
Total Greater Than 100% of Poverty	765,252	3,070,138	24.93%
101-130%	751,997	2,949,732	25.49%
131% or More	13,255	120,406	11.01%

TABLE A.5B

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, SEPTEMBER 2001
Households with One Adult and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with One Adult and Children	8,382,692	8,176,325	102.52%
Age of Individual			
Child under 18	5,754,955	5,414,291	106.29%
Adult age 18-59	2,586,486	2,675,750	96.66%
Elderly age 60 or over	41,250	86,283	47.81%
Individuals by Household Income Sources			
No Income	627,905	1,482,586	42.35%
No Earnings	5,308,875	4,451,587	119.26%
Earnings	3,073,817	3,724,737	82.52%
TANF	3,660,785	1,956,586	187.10%
Earnings	720,510	568,522	126.73%
No Earnings	2,940,275	1,388,064	211.83%
No TANF	4,721,906	6,219,739	75.92%
Earnings	2,353,307	3,156,215	74.56%
No Earnings	2,368,599	3,063,524	77.32%
Social Security	787,192	737,567	106.73%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	7,585,824	6,546,147	115.88%
No Income	627,905	1,482,586	42.35%
>0-50%	3,576,144	2,373,888	150.65%
51-100%	3,381,775	2,689,673	125.73%
Total Greater Than 100% of Poverty	796,868	1,630,178	48.88%
101-130%	761,663	1,383,106	55.07%
131% or More	35,205	247,072	14.25%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	7,979,439	7,152,117	111.57%
No Earnings	5,308,875	4,451,587	119.26%
>0-50%	1,174,790	842,436	139.45%
51-100%	1,495,774	1,858,094	80.50%
Total Greater Than 100% of Poverty	403,253	1,024,208	39.37%
101-130%	397,342	939,373	42.30%
131% or More	5,911	84,835	6.97%

TABLE A.5C

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, SEPTEMBER 2001

Households with Married Household Head and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Married Household Head and Children	2,922,186	5,215,926	56.02%
Age of Individual			
Child under 18	1,623,889	2,892,278	56.15%
Adult age 18-59	1,261,110	2,209,697	57.07%
Elderly age 60 or over	37,187	113,950	32.63%
Individuals by Household Income Sources			
No Income	172,640	466,138	37.04%
No Earnings	1,055,811	1,344,665	78.52%
Earnings	1,866,375	3,871,260	48.21%
TANF	719,339	575,109	125.08%
Earnings	249,270	293,892	84.82%
No Earnings	470,068	281,217	167.15%
No TANF	2,202,848	4,640,817	47.47%
Earnings	1,617,105	3,577,369	45.20%
No Earnings	585,743	1,063,448	55.08%
Social Security	428,586	556,305	77.04%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	2,436,603	3,660,491	66.56%
No Income	172,640	466,138	37.04%
>0-50%	679,996	986,706	68.92%
51-100%	1,583,967	2,207,648	71.75%
Total Greater Than 100% of Poverty	485,583	1,555,435	31.22%
101-130%	476,759	1,478,168	32.25%
131% or More	8,824	77,266	11.42%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	2,610,699	3,917,084	66.65%
No Earnings	1,055,811	1,344,665	78.52%
>0-50%	558,186	771,013	72.40%
51-100%	996,703	1,801,405	55.33%
Total Greater Than 100% of Poverty	311,487	1,298,842	23.98%
101-130%	308,248	1,264,111	24.38%
131% or More	3,239	34,731	9.33%

TABLE A.5D

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, SEPTEMBER 2001
Households with Other Multiple Adults and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Other Multiple Adults and Children	1,427,930	2,589,320	55.15%
Age of Individual			
Child under 18	732,899	1,189,894	61.59%
Adult age 18-59	682,434	1,299,300	52.52%
Elderly age 60 or over	12,598	100,127	12.58%
Individuals by Household Income Sources			
No Income	78,201	270,102	28.95%
No Earnings	636,999	999,508	63.73%
Earnings	790,931	1,589,812	49.75%
TANF	637,588	314,623	202.65%
Earnings	299,705	133,663	224.22%
No Earnings	337,883	180,960	186.72%
No TANF	790,342	2,274,697	34.74%
Earnings	491,226	1,456,150	33.73%
No Earnings	299,116	818,548	36.54%
Social Security	160,996	528,050	30.49%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	1,287,920	1,961,948	65.64%
No Income	78,201	270,102	28.95%
>0-50%	370,633	550,019	67.39%
51-100%	839,086	1,141,828	73.49%
Total Greater Than 100% of Poverty	140,010	627,372	22.32%
101-130%	137,309	604,194	22.73%
131% or More	2,701	23,178	11.65%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	1,393,797	2,223,725	62.68%
No Earnings	636,999	999,508	63.73%
>0-50%	372,042	429,504	86.62%
51-100%	384,756	794,713	48.41%
Total Greater Than 100% of Poverty	34,133	365,595	9.34%
101-130%	34,133	364,755	9.36%
131% or More	0	840	0.00%

TABLE A.5E

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, SEPTEMBER 2001
Households with No Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with No Children	3,847,219	10,572,017	36.39%
Age of Individual			
Child under 18	0	0	
Adult age 18-59	2,318,002	5,096,549	45.48%
Elderly age 60 or over	1,529,218	5,475,469	27.93%
Individuals by Household Income Sources			
No Income	437,577	1,714,196	25.53%
No Earnings	3,466,024	8,783,478	39.46%
Earnings	381,196	1,788,540	21.31%
TANF	41,820	242,795	17.22%
Earnings	5,814	66,824	8.70%
No Earnings	36,006	175,971	20.46%
No TANF	3,805,400	10,329,223	36.84%
Earnings	375,382	1,721,716	21.80%
No Earnings	3,430,018	8,607,507	39.85%
Social Security	1,701,850	5,587,073	30.46%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	3,365,965	6,700,097	50.24%
No Income	437,577	1,714,196	25.53%
>0-50%	462,859	1,039,127	44.54%
51-100%	2,465,528	3,946,774	62.47%
Total Greater Than 100% of Poverty	481,254	3,871,920	12.43%
101-130%	397,927	2,605,004	15.28%
131% or More	83,328	1,266,917	6.58%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	3,793,751	9,828,848	38.60%
No Earnings	3,466,024	8,783,478	39.46%
>0-50%	215,446	339,447	63.47%
51-100%	112,281	705,923	15.91%
Total Greater Than 100% of Poverty	53,469	743,170	7.19%
101-130%	47,650	561,666	8.48%
131% or More	5,819	181,503	3.21%

TABLE A.6

PARTICIPATION RATES FOR INDIVIDUALS IN HOUSEHOLDS WITHOUT ANY NONCITIZENS OR NON-DISABLED CHILDLESS ADULTS SUBJECT TO WORK REGISTRATION, SEPTEMBER 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households Without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration	16,164,147	24,233,975	66.70%
Age of Individual			
Children	8,560,513	10,004,558	85.57%
Nonelderly Adults	6,157,481	8,784,933	70.09%
Elderly Adults	1,446,153	5,444,484	26.56%
Disabled Nonelderly Adults	1,613,826	3,063,639	52.68%
Individuals by Household Composition			
One Adult and Children	8,160,505	7,843,441	104.04%
Married Household Head and Children	2,605,324	4,229,039	61.61%
No Children	3,202,606	8,375,362	38.24%
Individuals by Household Income Sources			
Earnings	6,005,647	10,255,531	58.56%
No Earnings	10,158,499	13,978,444	72.67%
TANF	5,286,939	2,867,063	184.40%
Individuals by Household Benefit as a Percentage of Maximum Benefit			
1-50%	5,649,069	12,035,437	46.94%
51- 99%	7,534,425	7,460,865	100.99%

TABLE A.7

HOUSEHOLD PARTICIPATION RATES, SEPTEMBER 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Households with Elderly	1,478,845	5,028,646	29.41%
Households with Children	4,044,402	5,402,638	74.86%
Households with Disabled Nonelderly Adults	1,625,767	2,950,542	55.10%
Households by Composition			
Households with Children	4,044,588	5,402,638	74.86%
One Adult and Children	2,635,675	2,741,011	96.16%
Married Household Head and Children	661,232	1,183,649	55.86%
Other Multiple Adults and Children	335,993	598,096	56.18%
Children Only	411,687	879,882	46.79%
Households with No Children	3,455,886	8,497,585	40.67%
Households by Income Source			
Earnings	2,006,368	4,400,934	45.59%
TANF	1,719,315	1,032,505	166.52%
SSI	2,325,279	2,591,581	89.72%
Households with Noncitizens	345,390	819,401	42.15%
Households with Nondisabled Childless Adults Subject to Work Registration	349,390	1,289,773	27.09%
Households by Income as a Percentage of Poverty Level			
No Income	745,068	2,237,681	33.30%
>0-50 %	1,897,487	2,054,538	92.36%
51-100%	3,992,885	5,201,804	76.76%
>100% of Poverty	865,035	4,406,200	19.63%

TABLE A.8

BENEFIT PARTICIPATION RATES, SEPTEMBER 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Benefits for Elderly	84,499,102	289,442,363	28.62%
Benefits for Children	1,030,974,231	1,192,885,759	84.73%
Benefits for Disabled Nonelderly Adults	152,094,610	367,302,418	40.60%
Benefits by Household Composition			
Households with Children	1,031,094,101	1,192,885,759	84.74%
One Adult and Children	668,138,043	610,088,360	107.36%
Married Household Head and Children	191,993,746	300,476,183	62.64%
Other Multiple Adults and Children	95,384,795	153,988,313	60.73%
Children Only	75,577,517	128,332,903	57.74%
Households with No Children	253,560,484	573,932,957	43.31%
Benefits by Household Income Source			
Earnings	415,270,621	640,851,005	63.53%
TANF	419,598,590	211,508,654	194.49%
SSI	222,563,665	202,290,655	107.86%
Benefits for Households with Noncitizens	58,448,778	147,881,361	38.75%
Benefits for Households with Nondisabled Childless Adults Subject to Work Registration	48,993,881	161,006,355	29.83%
Benefits by Household Income as a Percentage of Poverty Level			
No Income	172,345,243	484,129,425	35.60%
>0-50 %	557,245,669	531,923,710	104.76%
51-100%	505,559,808	591,034,733	85.54%
>100% of Poverty	49,503,866	159,730,848	30.99%

APPENDIX B
PARTICIPATION RATES IN FY 2001

TABLE B.1

INDIVIDUAL, HOUSEHOLD AND BENEFIT PARTICIPATION RATES, FISCAL YEAR 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals	16,897,539	28,320,555	59.67%
Food Stamp Household	7,285,007	13,895,400	52.43%
Benefits	1,239,290,956	1,759,031,147	70.45%
Average Food Stamp Household Size	2.32	2.04	
Average Per Capita Benefit	73.34	62.11	

TABLE B.2

HOUSEHOLD PARTICIPATION RATES BY HOUSEHOLD SIZE, FISCAL YEAR 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Household Size			
1 Person	3,152,714	7,189,208	43.85%
2 People	1,426,656	2,931,638	48.66%
3 People	1,159,362	1,645,113	70.47%
4 People	823,228	1,186,386	69.39%
5 People	422,834	559,545	75.57%
6 or More People	300,213	383,510	78.28%
Total Households	7,285,007	13,895,400	52.43%

TABLE B.3

INDIVIDUAL PARTICIPATION RATES BY DEMOGRAPHIC CHARACTERISTICS, FISCAL YEAR 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	16,897,539	28,320,555	59.67%
Age of Individual			
Children Under Age 18	8,636,882	11,271,706	76.62%
Preschool	2,810,764	3,531,262	79.60%
School-age	5,826,118	7,740,444	75.27%
Adults Age 18 to 59	6,637,806	11,273,390	58.88%
Elderly	1,622,850	5,775,459	28.10%
Living Alone	1,193,158	3,161,978	37.73%
Living with Others	429,693	2,613,480	16.44%
Disabled Nonelderly Adults	1,643,217	3,335,206	49.27%
Nondisabled Childless Adults Subject to Work Registration	361,228	1,519,473	23.77%
Noncitizens	625,854	1,361,229	45.98%
Citizen Children Living with Noncitizen Adults	1,014,378	2,698,456	37.59%
Employment Status of Nonelderly Adults			
Employed	1,675,538	3,585,099	46.74%
Unemployed	516,505	951,572	54.28%
Not in the Labor Force	4,145,286	6,736,719	61.53%
Individuals by Race/Ethnicity of Household Head			
White Nonhispanic Head	7,089,747	12,718,129	55.75%
Black Nonhispanic Head	5,937,777	7,704,516	77.07%
Hispanic Head	3,077,055	6,627,084	46.43%
Other Head	792,960	1,270,825	62.40%
Individuals by Household Composition			
Households with Children	13,097,786	17,763,515	73.73%
One Adult	7,967,541	8,185,648	97.34%
Married Household Head	2,941,690	5,213,153	56.43%
Other Multiple Adults	1,381,868	2,590,554	53.34%
Children Only	806,686	1,774,160	45.47%
Households without Children	3,799,753	10,557,039	35.99%
Gender of Individual			
Male	6,787,838	11,949,391	56.80%
Female	10,109,701	16,371,163	61.75%
Metropolitan Status			
Urban	12,357,374	21,685,659	56.98%
Rural	4,540,165	6,634,896	68.43%

TABLE B.4

INDIVIDUAL PARTICIPATION RATES BY ECONOMIC CHARACTERISTICS OF HOUSEHOLDS, FISCAL YEAR 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in All Households	16,897,539	28,320,555	59.67%
Individuals by Household Income Sources			
No Earnings	10,446,396	15,865,139	65.84%
Earnings	6,451,143	12,455,416	51.79%
No TANF	4,997,750	11,416,306	43.78%
TANF	1,453,392	1,039,110	139.87%
TANF	5,395,688	3,085,637	174.86%
Nonelderly SSI Benefits	3,120,875	3,129,270	99.73%
Elderly SSI Benefits	1,130,972	1,411,547	80.12%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	14,986,763	20,175,619	74.28%
No Income	1,248,916	4,045,648	30.87%
>0-50%	5,137,086	5,255,291	97.75%
51-100%	8,600,762	10,874,680	79.09%
Total Greater Than 100% of Poverty	1,910,776	8,144,935	23.46%
101-130%	1,786,863	6,532,794	27.35%
131% or More	123,913	1,612,141	7.69%
Individuals by Monthly Household Benefit			
\$10 or Less	939,785	3,951,021	23.79%
\$11-25	494,886	880,129	56.23%
\$26-50	741,919	1,573,827	47.14%
\$51-75	786,704	1,623,345	48.46%
\$76-100	807,326	1,694,515	47.64%
\$101-150	2,475,273	4,932,511	50.18%
\$151-200	1,643,827	2,339,820	70.25%
\$ 201 or More	9,007,818	11,325,386	79.54%
Benefit as a Percentage of Maximum Benefit			
Low Benefits (1 - 50%)	6,105,696	13,645,717	44.74%
1 - 25%	2,717,914	7,591,851	35.80%
26 - 50%	3,387,782	6,053,866	55.96%
High Benefits (51 - 99%)	7,592,281	8,695,180	87.32%
51 - 75%	4,114,265	5,128,625	80.22%
76 - 99%	3,478,016	3,566,554	97.52%
100%	3,199,562	5,979,658	53.51%

TABLE B.5A

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2001
Households with Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Children	13,097,786	17,763,515	73.73%
Age of Individual			
Child under 18	8,635,121	11,271,706	76.61%
Adult age 18-59	4,361,028	6,188,719	70.47%
Elderly age 60 or over	101,637	303,090	33.53%
Individuals by Household Income Sources			
No Income	822,981	2,388,854	34.45%
No Earnings	7,005,911	7,100,123	98.67%
Earnings	6,091,874	10,663,392	57.13%
TANF	5,339,975	2,842,584	187.86%
Earnings	1,442,971	977,225	147.66%
No Earnings	3,897,004	1,865,359	208.91%
No TANF	7,757,811	14,920,931	51.99%
Earnings	4,648,904	9,686,167	48.00%
No Earnings	3,108,907	5,234,764	59.39%
Social Security	1,331,568	1,834,751	72.57%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	11,667,544	13,496,561	86.45%
No Income	822,981	2,388,854	34.45%
>0-50%	4,708,554	4,215,063	111.71%
51-100%	6,136,010	6,892,644	89.02%
Total Greater Than 100% of Poverty	1,430,241	4,266,954	33.52%
101-130%	1,384,712	3,923,766	35.29%
131% or More	45,529	343,189	13.27%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	12,384,873	14,669,678	84.42%
No Earnings	7,005,911	7,100,123	98.67%
>0-50%	2,405,266	2,264,533	106.21%
51-100%	2,973,696	5,305,022	56.05%
Total Greater Than 100% of Poverty	712,912	3,093,837	23.04%
101-130%	696,693	2,969,436	23.46%
131% or More	16,220	124,401	13.04%

TABLE B.5B

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2001
Households with One Adult and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with One Adult and Children	7,967,541	8,185,648	97.34%
Age of Individual			
Child under 18	5,427,564	5,421,771	100.11%
Adult age 18-59	2,490,017	2,678,206	92.97%
Elderly age 60 or over	49,272	85,671	57.51%
Individuals by Household Income Sources			
No Income	544,981	1,444,435	37.73%
No Earnings	4,773,748	4,416,040	108.10%
Earnings	3,193,793	3,769,608	84.72%
TANF	3,526,429	1,947,987	181.03%
Earnings	824,014	561,512	146.75%
No Earnings	2,702,415	1,386,475	194.91%
No TANF	4,441,112	6,237,662	71.20%
Earnings	2,369,779	3,208,096	73.87%
No Earnings	2,071,334	3,029,566	68.37%
Social Security	743,158	742,447	100.10%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	7,200,640	6,559,981	109.77%
No Income	544,981	1,444,435	37.73%
>0-50%	3,185,269	2,388,993	133.33%
51-100%	3,470,390	2,726,553	127.28%
Total Greater Than 100% of Poverty	766,902	1,625,667	47.17%
101-130%	734,318	1,379,872	53.22%
131% or More	32,584	245,795	13.26%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	7,607,226	7,144,203	106.48%
No Earnings	4,773,748	4,416,040	108.10%
>0-50%	1,242,694	846,891	146.74%
51-100%	1,590,783	1,881,273	84.56%
Total Greater Than 100% of Poverty	360,316	1,041,445	34.60%
101-130%	348,264	951,981	36.58%
131% or More	12,052	89,464	13.47%

TABLE B.5C

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2001
Households with Married Household Head and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Married Household Head and Children	2,941,690	5,213,153	56.43%
Age of Individual			
Child under 18	1,680,063	2,885,261	58.23%
Adult age 18-59	1,227,831	2,209,065	55.58%
Elderly age 60 or over	33,797	118,827	28.44%
Individuals by Household Income Sources			
No Income	139,572	436,618	31.97%
No Earnings	1,054,310	1,320,838	79.82%
Earnings	1,887,379	3,892,316	48.49%
TANF	772,170	575,730	134.12%
Earnings	299,654	295,293	101.48%
No Earnings	472,516	280,438	168.49%
No TANF	2,169,520	4,637,423	46.78%
Earnings	1,587,726	3,597,023	44.14%
No Earnings	581,795	1,040,400	55.92%
Social Security	351,055	549,451	63.89%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	2,476,822	3,632,613	68.18%
No Income	139,572	436,618	31.97%
>0-50%	792,582	941,599	84.17%
51-100%	1,544,667	2,254,396	68.52%
Total Greater Than 100% of Poverty	464,868	1,580,540	29.41%
101-130%	458,727	1,502,420	30.53%
131% or More	6,140	78,120	7.86%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	2,661,807	3,900,854	68.24%
No Earnings	1,054,310	1,320,838	79.82%
>0-50%	663,616	752,787	88.15%
51-100%	943,880	1,827,230	51.66%
Total Greater Than 100% of Poverty	279,883	1,312,299	21.33%
101-130%	278,077	1,277,934	21.76%
131% or More	1,806	34,365	5.26%

TABLE B.5D

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2001
Households with Other Multiple Adults and Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with Other Multiple Adults and Children	1,381,868	2,590,554	53.34%
Age of Individual			
Child under 18	720,353	1,190,514	60.51%
Adult age 18-59	642,950	1,301,448	49.40%
Elderly age 60 or over	18,566	98,592	18.83%
Individuals by Household Income Sources			
No Income	58,121	277,196	20.97%
No Earnings	659,938	1,022,111	64.57%
Earnings	721,930	1,568,442	46.03%
TANF	577,418	318,867	181.08%
Earnings	220,679	120,420	183.26%
No Earnings	356,739	198,447	179.77%
No TANF	804,451	2,271,687	35.41%
Earnings	501,251	1,448,022	34.62%
No Earnings	303,199	823,665	36.81%
Social Security	217,040	534,886	40.58%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	1,231,484	1,959,344	62.85%
No Income	58,121	277,196	20.97%
>0-50%	430,290	558,405	77.06%
51-100%	743,074	1,123,743	66.12%
Total Greater Than 100% of Poverty	150,384	631,210	23.82%
101-130%	149,167	611,936	24.38%
131% or More	1,217	19,274	6.31%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	1,331,556	2,227,889	59.77%
No Earnings	659,938	1,022,111	64.57%
>0-50%	334,880	378,130	88.56%
51-100%	336,738	827,648	40.69%
Total Greater Than 100% of Poverty	50,312	362,664	13.87%
101-130%	50,312	362,092	13.89%
131% or More	0	572	0.00%

TABLE B.5E

INDIVIDUAL PARTICIPATION RATES BY HOUSEHOLD COMPOSITION, FISCAL YEAR 2001
Households with No Children

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households with No Children	3,799,753	10,557,039	35.99%
Age of Individual			
Child under 18	0	0	
Adult age 18-59	2,277,490	5,084,671	44.79%
Elderly age 60 or over	1,522,263	5,472,369	27.82%
Individuals by Household Income Sources			
No Income	425,935	1,656,793	25.71%
No Earnings	3,440,485	8,765,015	39.25%
Earnings	359,268	1,792,024	20.05%
TANF	55,713	243,054	22.92%
Earnings	10,422	61,885	16.84%
No Earnings	45,292	181,168	25.00%
No TANF	3,744,040	10,313,986	36.30%
Earnings	348,846	1,730,139	20.16%
No Earnings	3,395,193	8,583,847	39.55%
Social Security	1,654,081	5,611,198	29.48%
Individuals by Household Income as a Percentage of Poverty Level			
Total 100% of Poverty or Less	3,319,218	6,679,058	49.70%
No Income	425,935	1,656,793	25.71%
>0-50%	428,532	1,040,229	41.20%
51-100%	2,464,752	3,982,036	61.90%
Total Greater Than 100% of Poverty	480,535	3,877,981	12.39%
101-130%	402,151	2,609,029	15.41%
131% or More	78,384	1,268,952	6.18%
Individuals by Household Earnings as a Percentage of Poverty Level			
Total 100% of Poverty or Less	3,757,925	9,815,005	38.29%
No Earnings	3,440,485	8,765,015	39.25%
>0-50%	201,427	332,319	60.61%
51-100%	116,013	717,671	16.17%
Total Greater Than 100% of Poverty	41,828	742,034	5.64%
101-130%	37,031	549,236	6.74%
131% or More	4,797	192,798	2.49%

TABLE B.6

PARTICIPATION RATES FOR INDIVIDUALS IN HOUSEHOLDS WITHOUT ANY NONCITIZENS OR NON-DISABLED CHILDLESS ADULTS SUBJECT TO WORK REGISTRATION, FISCAL YEAR 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Individuals in Households Without Any Noncitizens or Nondisabled Childless Adults Subject to Work Registration	15,413,657	24,232,262	63.61%
Age of Individual			
Children	8,109,264	9,997,255	81.11%
Nonelderly Adults	5,876,976	8,790,447	66.86%
Elderly Adults	1,427,417	5,444,560	26.22%
Disabled Nonelderly Adults	1,566,350	3,068,633	51.04%
Individuals by Household Composition			
One Adult and Children	7,757,455	7,845,205	98.88%
Married Household Head and Children	2,453,111	4,231,935	57.97%
No Children	3,140,537	8,380,332	37.48%
Individuals by Household Income Sources			
Earnings	5,896,801	10,273,045	57.40%
No Earnings	9,516,856	13,959,217	68.18%
TANF	4,978,544	2,871,205	173.40%
Individuals by Household Benefit as a Percentage of Maximum Benefit			
1-50%	5,654,172	12,084,667	46.79%
51- 99%	6,974,992	7,460,065	93.50%

TABLE B.7

HOUSEHOLD PARTICIPATION RATES, FISCAL YEAR 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Households with Elderly	1,486,272	5,025,161	29.58%
Households with Children	3,901,872	5,407,997	72.15%
Households with Disabled Nonelderly Adults	1,580,984	2,949,334	53.60%
Households by Composition			
Households with Children	3,902,491	5,407,997	72.16%
One Adult and Children	2,540,395	2,743,556	92.59%
Married Household Head and Children	651,292	1,185,076	54.96%
Other Multiple Adults and Children	315,931	597,124	52.91%
Children Only	394,872	882,242	44.76%
Households with No Children	3,382,516	8,487,403	39.85%
Households by Income Source			
Earnings	1,964,417	4,423,766	44.41%
TANF	1,684,765	1,029,932	163.58%
SSI	2,320,617	2,587,621	89.68%
Households with Noncitizens	393,273	830,426	47.36%
Households with Nondisabled Childless Adults Subject to Work Registration	343,466	1,283,707	26.76%
Households by Income as a Percentage of Poverty Level			
No Income	687,007	2,188,415	31.39%
>0-50 %	1,798,169	2,044,373	87.96%
51-100%	3,972,767	5,240,636	75.81%
>100% of Poverty	827,064	4,421,975	18.70%

TABLE B.8

BENEFIT PARTICIPATION RATES, FISCAL YEAR 2001

	Participating (QC)	Eligible (CPS)	Participation Rate (QC/CPS)
Benefits for Elderly	89,237,525	287,322,136	30.30%
Benefits for Children	986,685,685	1,189,618,343	80.93%
Benefits for Disabled Nonelderly Adults	151,533,904	365,032,434	40.51%
Benefits by Household Composition			
Households with Children	986,865,593	1,189,618,343	80.94%
One Adult and Children	630,853,510	610,260,142	100.87%
Married Household Head and Children	191,583,832	296,799,215	62.98%
Other Multiple Adults and Children	94,055,714	154,200,052	59.52%
Children Only	70,372,538	128,358,934	53.49%
Households with No Children	252,425,363	569,412,805	43.26%
Benefits by Household Income Source			
Earnings	413,059,724	644,297,329	62.55%
TANF	409,327,467	210,812,455	189.46%
SSI	222,844,514	201,894,903	107.70%
Benefits for Households with Noncitizens	74,908,267	148,399,371	49.25%
Benefits for Households with Nondisabled Childless Adults Subject to Work Registration	48,551,976	159,270,205	29.74%
Benefits by Household Income as a Percentage of Poverty Level			
No Income	154,497,603	471,400,941	32.77%
>0-50 %	528,360,693	528,095,586	100.05%
51-100%	506,391,497	598,317,314	84.64%
>100% of Poverty	50,041,164	161,217,306	31.04%

APPENDIX C

SELECTED HISTORIC PARTICIPATION RATES

TABLE C.1

PARTICIPATION RATES FOR INDIVIDUALS IN HOUSEHOLDS WITH
ONE ADULT AND CHILDREN, FY 1988 - SEPTEMBER 2001

Time Period	Change in Participation		Change in Eligible Individuals
	Rate	Change in Participants	
1988-1990	6.1 points	11.1%	-1.4%
1990-1991	2.8 points	14.6%	8.9%
1991-1992	2.3 points	10.3%	6.1%
1992-1993	1.0 points	5.8%	4.1%
1993-1994 ^a	1.1 points	-0.2%	-2.0%
1994-1995 ^a	-2.1 points	-3.9%	-1.1%
1995-1996	-3.5 points	-5.3%	-0.5%
1996-1997	-5.2 points	-14.7%	-7.7%
1997-1998	-4.2 points	-10.9%	-4.6%
1998-1999	-1.0 points	-5.9%	-4.3%
1999-2000	0.9 points	-3.0%	-4.4%
2000-2001 ^b	1.8 points	5.2%	2.1%

Source: FSP Program Operations data, FSPQC data, and March CPS data for the years shown.

^a There are two estimates for 1994 due to revised methodologies for determining food stamp eligibility and for determining the number of participants. The original estimate is used for 1993-1994, while the revised estimate is used for 1994-1995.

^b This report presents two sets of participation rates for 2001. One set of rates uses September data for the numerator and the other uses the fiscal year monthly average. The September 2001 participation rate is consistent with participation rates for previous years and, therefore, is the rate we use in this table.

TABLE C.2

PARTICIPATION RATES FOR INDIVIDUALS IN HOUSEHOLDS WITH ONE ADULT AND CHILDREN,
FY 1999-FY 2001

	Participation Rates			Eligible Individuals (000s)		Participating Individuals (000s)	
	FY 1999	FY 2000	FY 2001	FY 1999	FY 2001	FY 1999	FY 2001
Individuals in All Households with One Adult and Children	94.6	97.3	97.3	9,054	8,186	8,563	7,968
Household Income Source							
Earnings	72.1	79.7	84.7	4,555	3,770	3,283	3,194
TANF	107.1	128.7	146.7	910	562	975	824
No TANF	63.3	68.7	73.9	3,645	3,208	2,308	2,370
No Earnings	117.4	114.0	108.1	4,499	4,416	5,280	4,774
TANF	173.6	172.5	194.9	2,008	1,386	3,486	2,702
No TANF	72.0	72.6	68.4	2,491	3,030	1,793	2,071
TANF	152.9	159.5	181.0	2,918	1,948	4,461	3,526
Household Income as a Percentage of Poverty Level							
No Income	40.9	40.0	37.7	1,144	1,444	468	545
1 to 50%	120.7	126.1	133.3	3,004	2,389	3,625	3,185
51 to 100%	120.0	127.5	127.3	3,098	2,727	3,717	3,470
101 to 130%	48.7	51.3	53.2	1,497	1,380	728	734
130%+	7.8	11.4	13.3	311	246	24	33
Household Earnings as a Percentage of Poverty Level							
No Earnings	117.4	114.0	108.1	4,499	4,416	5,280	4,774
1 to 50%	107.8	134.5	146.7	1,181	847	1,273	1,243
51 to 100%	73.6	82.3	84.6	2,235	1,881	1,645	1,591
101%+	32.1	31.8	34.6	1,139	1,041	365	360

Source: FSP Program Operations Data, FSPQC Data, and CPS Data for the years shown

TABLE C.3

PARTICIPATION RATES FOR INDIVIDUALS IN HOUSEHOLDS WITH ONE ADULT AND CHILDREN,
FY 1999-FY 2001

	Participation Rates			Eligible Individuals (000s)		Participating Individuals (000s)	
	FY 1999	FY 2000	FY 2001	FY 1999	FY 2001	FY 1999	FY 2001
Individuals in Households Without Any Nondisabled Childless Adults Subject to Work Registration or Noncitizens	65.0	63.1	63.6	24,620	24,232	16,005	15,414
Age of Individual							
Children	78.5	78.9	81.1	10,774	9,997	8,462	8,109
Nonelderly Adults	68.6	66.0	66.9	8,876	8,790	6,086	5,877
Elderly Individuals	29.3	27.8	26.2	4,969	5,445	1,456	1,427
Disabled Nonelderly Adults	57.3	52.6	51.0	2,625	3,069	1,503	1,566
Household Composition							
One Adult and Children	95.8	97.6	98.9	8,629	7,845	8,266	7,757
Married Head and Children	56.4	55.0	58.0	4,768	4,232	2,690	2,453
No Children	40.4	38.0	37.5	7,635	8,380	3,088	3,141
Household Income Source							
Earnings	52.0	53.1	57.4	11,466	10,273	5,965	5,897
No Earnings	76.3	71.4	68.2	13,153	13,959	10,040	9,517
TANF	154.0	154.4	173.4	3,911	2,871	6,024	4,979
Household Benefit as a Percentage of Maximum Benefit							
1 to 50%	46.3	46.4	46.8	11,998	12,085	5,557	5,654
51 to 99%	93.5	92.7	93.5	8,362	7,460	7,815	6,975

Source: FSP Program Operations data, FSPQC data, and March CPS data for the years shown.

APPENDIX D
METHODOLOGY

METHODOLOGY

The participation rates reported here rely on estimates of individuals eligible for food stamps and individuals participating in the FSP. The estimates of eligible individuals are derived from a model that uses March Current Population Survey (CPS) data to simulate the FSP.¹ The estimates of participants are based on FSP Program Operations and Quality Control (FSPQC) data. The resulting participation rates estimate the percentage of individuals who are eligible for the FSP that choose to participate in the program.²

This report presents two sets of participation rates for 2001. The September participation rates use September data and are consistent with participation rates for previous years. The fiscal year (FY) participation rates use fiscal year monthly averages and will be used in future reports. The subgroup participation rates of the latter set are based on a larger sample size and therefore have a smaller sampling error. Both September and FY participation rates are discussed in this report as we transition between methodologies.

In this report, the participation rates for September 1999 and September 2000 differ slightly from rates previously published. These differences are the result of changes in the March CPS files as well as minor methodological changes. For this report we used a revised 2000 March

¹ The March CPS provides income and program participation information for the previous calendar year. A summary of changes in the March CPS over time is presented in the Technical Appendices to this report at www.fns.usda.gov/oane/MENU/Published/FSP/Participation.htm.

² Nationwide, a relatively small number of people who are eligible for the FSP are also eligible for the Food Distribution Program on Indian Reservations (FDPIR). Individuals who choose to participate in the FDPIR may not participate in the FSP at the same time. However, because the number of individuals who are participating in the FDPIR can be estimated only with substantial sampling error, they are included in the number of FSP-eligible individuals in this report. Because FDPIR participants are included in the number of eligible individuals, but not in the number of FSP participants, the FSP participation rates are slightly underestimated.

CPS file that was reweighted based on Census 2000 and a revised 2001 March CPS that was also reweighted and included an expanded sample. (The 2002 March CPS file is weighted based on Census 2000 and includes an expanded sample.) Previous reports used March CPS files with weights based on the 1990 Census. We also made minor modeling changes for forming FSP units and identifying individuals with disabilities.

The CPS eligibility file is updated each year with the following:

- The FSP gross income screen, net income screen and maximum benefit amounts are updated to reflect the fiscal year FSP regulations.
- The regression equation used to estimate FSP net income is updated using the fiscal year FSPQC data.

We use these CPS-based participation rates to estimate both the levels and the trends in participation rates. CPS-based estimates provide a good measure of trends, but for participation rates prior to 1994, CPS-based estimates provide biased measures of levels. The pre-1994 rates are biased downward because of limitations in the CPS data. Beginning with the Trends report focusing on August 1995, we have improved the methodology used to estimate participation rates to account for this downward bias. We now report two participation rates for 1994, an original rate, based on the previous methodology, and a revised rate, based on the improved methodology.

Estimates based on the Survey of Income and Program Participation (SIPP) can also be used to measure participation rates. SIPP data contain more of the information needed to estimate eligibility for the FSP, and the methodology used to estimate eligibility with SIPP data more closely replicates the actual FSP eligibility determination process. However, the SIPP data series covers a shorter period than the CPS data series, and certain types of SIPP data needed to

estimate eligible individuals are available only for a limited number of years. In addition, CPS data are consistently available on a more timely basis.

Historically, the trends identified through the CPS-based data have been consistent with those identified through SIPP-based data (Figure D.1; which appears at the end of this appendix). The change in methodology implemented in the August 1995 report shifted the CPS-based rates up, so that both the trend and the level of the CPS-based rates are in line with the SIPP-based rates.

The levels of participation rates for some subgroups are still biased, however, due to under-reporting problems in the CPS. (These problems also exist in the SIPP.) Specifically, because public assistance is under-reported in the CPS, the participation rate for food stamp households with public assistance is too high. Typically, the number of households reporting TANF receipt in the March CPS is around 75 percent of the administrative estimates. The number reporting SSI receipt is also around 75 percent of the administrative estimates.

The remainder of this appendix describes the methodology used to calculate the participation rates.

A. DETERMINING FSP-ELIGIBLE INDIVIDUALS

We estimate the number of eligible individuals with a model that uses March CPS data to simulate the FSP in an average month of the previous fiscal year. Although the model does not capture data specific to a particular month, it does impute monthly income for twelve individual (random) months³. For the September estimates, we use the results from the ninth month (September) simulation. However, because CPS does not provide information to identify

³ In the CPS-based estimate of eligibles, we simulate the number of months (or weeks in the case of earnings) that households typically receive various types of income, but we do not know in which months the income is received.

differences in income across months, the September estimates represent an average month. Moving to the FY average estimate for both the estimate of eligibles and participants (numerator and denominator) removes this temporal bias that exists in the September rates. For the FY estimates, we average the results from all twelve simulations to produce an average monthly estimate. In the simulation procedure, FSP eligibility guidelines that were in effect in the previous fiscal year are applied to each household in the CPS.⁴ The FSP guidelines include unit formation rules, asset limits, and income limits. Because several types of information needed to determine FSP eligibility are missing from the CPS data, we impute some information to improve the model estimates of the number of eligible households. This estimation procedure is explained below.

1. Simulating the Composition of the Food Stamp Unit

In the FSP, the food stamp unit is based on shared living quarters and who purchases and prepares food together. While the CPS defines the dwelling unit based on shared living quarters, it does not identify who purchases and prepares food together. As a result, we simulate the formation of food stamp units within each household. For most households, we simulate all household members to be in the same food stamp unit. For some households with certain compositions (e.g., multiple family households, households with unrelated individuals, etc.) we may simulate two or more groups of people to form separate food stamp units. The probability that a household will form multiple units is based on observed rates for similar households from FSPQC data. We also use the following rules in identifying food stamp units:

⁴ Trippe et al. (1992) includes a detailed discussion of our model of the FSP eligibility process.

- We exclude SSI recipients who receive cash instead of food stamps in SSI cashout states (California).⁵
- We exclude all individuals who are living in group quarters, are full-time students, or live in households headed by a member of the Armed Forces.

2. Identifying Eligible Noncitizens and Nondisabled Nonelderly Childless Adults Subject to Work Registration in the Post-Welfare Reform Era

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) made most noncitizens ineligible and required many non-disabled childless adults to work or face time limits on benefit receipt. However, not all noncitizens and non-disabled childless adults were made ineligible by welfare reform. Some noncitizens remained eligible through exemptions, and some had their eligibility restored by the Agricultural Research, Extension and Education Reform Act (AREERA) of 1998.⁶ Likewise, some nondisabled nonelderly childless adults retained their eligibility through exemptions or by meeting the work requirements. As a result, our estimate of eligible individuals must include eligible noncitizens and nondisabled nonelderly childless adults. Because the CPS does not track all of the information needed to identify eligible noncitizens and nondisabled nonelderly childless adults, we make assumptions

⁵ Since SSI is under-reported in the CPS, we exclude too few individuals in California, thus artificially increasing the number of eligible individuals and lowering the participation rate. (In other states, the under-reporting may affect benefit levels, but is not as likely to affect the number of eligible individuals.) To obtain the most accurate number of eligible individuals as possible, we simulate SSI receipt in California for each year and exclude all simulated SSI recipients.

⁶ The 2002 Farm Bill made numerous changes to the FSP, including restoring benefits to many legal immigrants. However, these changes took effect after the period covered in this report.

about how many and which of these individuals remain eligible. In order to retain sample size, we implement our eligibility assumptions for these populations through weighting adjustments.⁷

a. Identifying Noncitizens

The citizenship status tracked in the CPS only distinguishes between citizens and noncitizens. Because FSP eligibility rules are different for refugees than they are for legal resident aliens, we must impute a more detailed citizenship status. In fiscal years 1999-2001, any refugee who entered the United States after 1993 was eligible for food stamps; any refugee who entered during or prior to 1993 was subject to the same restrictions as legal resident aliens. Based on estimates from the Immigration and Naturalization Service, we assume 16 percent of noncitizens who entered the United States after 1993 are refugees. We assume that the remaining 84 percent of noncitizens who entered after 1993 and 100 percent of the noncitizens who entered the United States during or before 1993 are legal resident aliens and subject to the restrictions detailed below.

b. Identifying Eligible Noncitizens

Although PRWORA made most noncitizens ineligible, there are a number of exceptions. Most recently, effective November 1, 1998, AREERA restored eligibility to some legal resident aliens who were living in the United States when PRWORA was enacted. Specifically, AREERA restored eligibility to the following populations:

⁷ The weighting adjustments reflect the probability that a household of a certain composition is eligible for food stamps. For example, if a household has one noncitizen, we duplicate the record for that household. In the first copy of the record, we retain the noncitizen and multiply the household weight by the probability that the noncitizen is eligible for food stamps. In the second copy of the record, we exclude the noncitizen and multiply the household weight by the probability that the noncitizen is ineligible. This methodology is used to implement the assumptions for refugees, eligible noncitizens and eligible non-disabled childless adults subject to work registration.

- Children who are under age 18 and who were lawfully in the United States on August 22, 1996
- Elderly who were lawfully in the United States and at least 65 years old on August 22, 1996
- Disabled individuals who were lawfully in the United States on August 22, 1996

The CPS file tells us when noncitizens arrived. We use this information to determine which children, elderly, and disabled noncitizens were in the United States in or prior to August 1996, and thus had their eligibility restored by AREERA.

In addition, under PRWORA some noncitizens are eligible if they have 40 quarters of work history in the United States or are veterans of the Armed Forces. Because the work history and veteran status information in the CPS is insufficient for determining which individuals are eligible, we impute this information using 1997 Panel Study of Income Dynamics (PSID) data. Based on these data, we assume that 20 percent of remaining noncitizens (after exempting AREERA-eligible noncitizens and refugees who arrived after 1992) are legal noncitizens that meet the exemption criteria.⁸

The remaining noncitizens are assumed to be ineligible. We exclude them from the food stamp unit before determining whether that unit is eligible.

c. Identifying Nondisabled Nonelderly Childless Adults Subject to Work Registration

Referred to as ABAWDs in past reports, these individuals are age 18 to 49, not disabled, not living with children under age 18, and subject to work registration. With some exceptions, these individuals must meet work requirements to participate in the FSP. If they fail to meet the work requirements, they are limited to three months of benefit receipt in any 36-month period. They

⁸ Because any legal resident alien who is the spouse or child of an exempt individual is also exempt, we apply these exemptions to all legal resident aliens in a qualifying household.

may be exempt from these requirements if they live in an area with high unemployment or insufficient jobs (waiver area), participate in an employment and training program, or are covered by their state's 15 percent exemption.

We identify nondisabled nonelderly childless adults subject to work registration by looking at basic demographic characteristics in the CPS.⁹ Because we cannot determine from the CPS which of these individuals remain eligible for the FSP, we impute this information.

d. Identifying Eligible Nondisabled Nonelderly Childless Adults

We estimate the proportion of nondisabled nonelderly childless adults who have not reached the time limit based on data from the SIPP.¹⁰ We use federal and state administrative data to estimate the proportion of non-disabled childless adults who are eligible due to the 15 percent exemption, participation in an employment and training program, or because they live in waiver areas. The target proportions for nondisabled nonelderly childless adults subject to work registration who are eligible for the FSP are available in the Technical Appendices to this report at www.fns.usda.gov/oane/MENU/Published/FSP/Participation.htm.

3. Determining Asset Eligibility

A food stamp unit is eligible for FSP benefits if its countable assets are less than \$2,000. If the unit contains an elderly person, the asset limit is \$3,000. Since asset balances are not included in the CPS database, we use an equation to impute the probability that non-pure public assistance (PA) units will pass the asset test. Pure PA units (units in which every member

⁹ The population of non-disabled childless adults subject to work registration does include some eligible legal resident aliens.

¹⁰ Specifically, we estimate the proportion that has received no more than three months of benefits while not working, using separate estimates for current participants and for non-participants.

receives TANF, GA, or SSI) are automatically eligible for food stamps and are thus not affected by the asset test.

4. Determining Income Eligibility

Food stamp units must also meet income limits in order to be eligible for benefits. Non-pure PA food stamp units that do not contain elderly or disabled members must have a gross income below 130 percent of the monthly FSP net income guidelines. There is no gross income limit for units that contain elderly or disabled members. In addition, all non-pure PA food stamp units must have a net income below 100 percent of the FSP net income guidelines.

Before determining each household's income eligibility, we estimate monthly income and household net income as follows:

- ***Estimating Monthly Income.*** The CPS database includes information on annual income, but eligibility for the FSP is determined according to monthly income. Therefore, we distribute annual income to months on the basis of patterns of income receipt shown by SIPP data and number of weeks worked shown in CPS data. We then sum the monthly income allocated to September for each person in the household to determine each household's gross income for September. Simply dividing annual income by 12 would underestimate the number of eligible individuals in any given month.
- ***Estimating Net Income.*** The CPS database does not include information on the expenses that are deducted from gross income to compute net income. Therefore, we model net income as a function of the household's earnings, unearned income, gross income, and geographic location for each year. This model is based on patterns observed in the FY 2001 FSPQC data. The estimated relationships (coefficients) are presented in the Technical Appendices to this report at www.fns.usda.gov/oane/MENU/Published/FSP/Participation.htm.

We use the food stamp gross and net income screens and the maximum benefit amounts to reflect regulations for each fiscal year.¹¹ We then determine eligibility for each household based

¹¹ These parameters, along with other FSP eligibility criteria, are presented in Table D.1 for 2001 and the Technical Appendices to this report at www.fns.usda.gov/oane/MENU/Published/

on these regulations. The unweighted counts of eligible households, along with the original sample sizes for the March CPS files, are listed in Table D.2. Tables appear at the end of this appendix.

B. DETERMINING THE NUMBER OF FSP PARTICIPANTS

The weighted number of participants for the participation rate comes from the FSP Statistical Summary of Operations (Program Operations) data. This database provides counts of individuals and households that were issued benefits and the total dollar value of these benefits in each month. We use this database because FSP participation is under-reported in the CPS data. For the September participation rate numerators, we use the number of participants in September. For the FY participation rate numerators, we use the average monthly number of participants over the 12 months in the fiscal year (October 1 through September 30). We distribute the total number of individuals, households, and benefits across subgroups of the population according to the distribution in the sample of food stamp case records in the FSPQC data.¹² To do this, we first subtract the number of participants in Guam and the Virgin Islands from the Program Operations number of total participants, as well as the number receiving disaster assistance.¹³ We then adjust the resulting Program Operations total by the percent of total participants that are ineligible based on QC error rates provided by FNS. Finally, we divide

(continued)

FSP/Participation.htm for 1976 to 2001. FSP guidelines for deductions from gross income in determining FSP net income are implicitly captured in the net income equation.

¹² For the September estimates, we use an average of August and September FSPQC data. For the FY estimates, we use the entire FY FSPQC datafile.

¹³ We subtract the number of participants in Guam and the Virgin Islands because the CPS does not collect data on residents of these territories. We subtract the number of participants receiving disaster assistance because we are unable to simulate their eligibility.

the adjusted Program Operations total by the number of participants in the FSPQC to get a final adjustment ratio (Table D.3). The same procedure is followed for households and benefits. We multiply each of the subgroup estimates of participants by the appropriate adjustment ratio. The sample sizes of participating households in the FSPQC datafiles are listed in Table D.4.

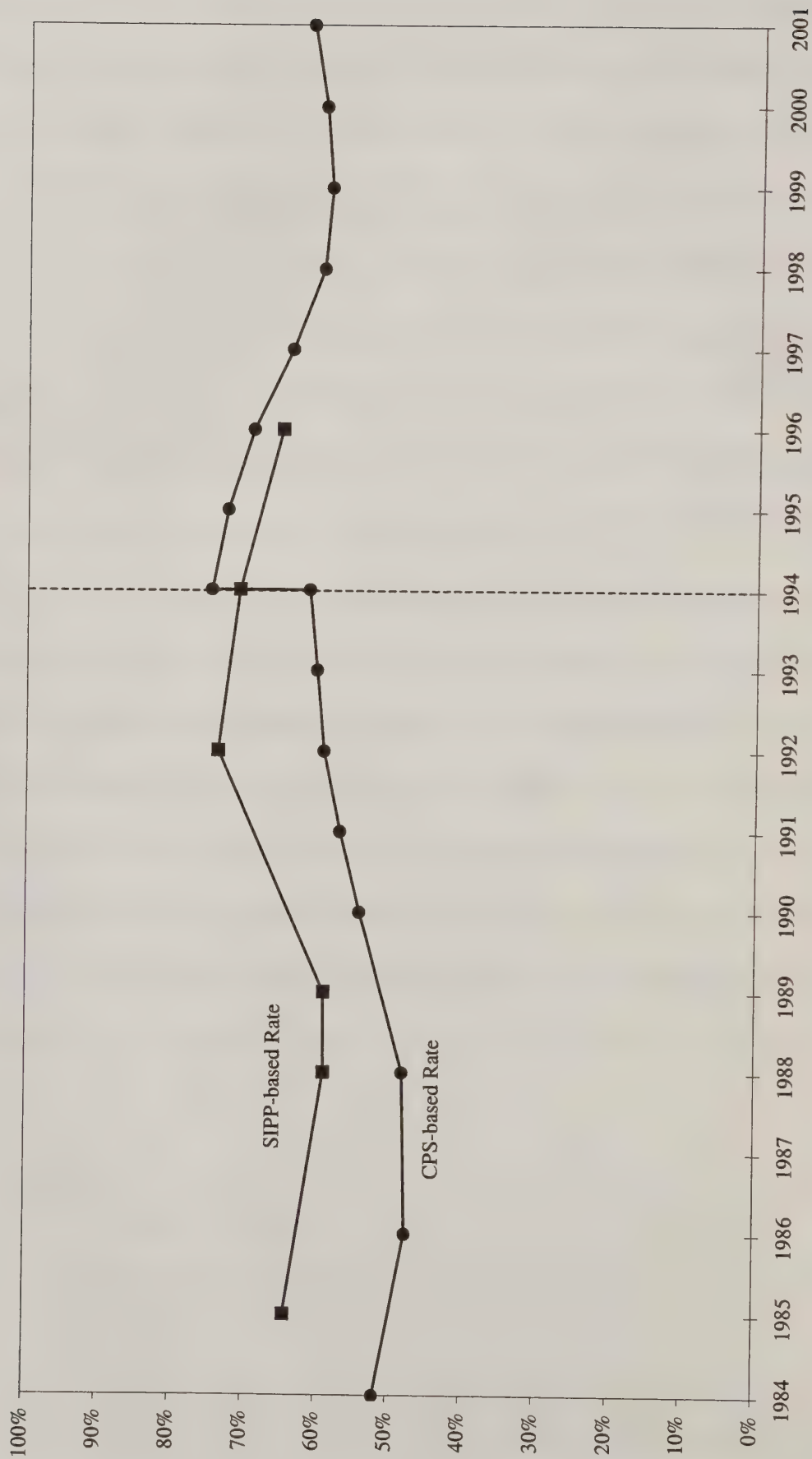
We define nondisabled nonelderly childless adults subject to work registration as individuals who are age 18 to 49, not disabled, not exempt from work registration, and who do not live in households with children under age 18. With some exceptions (for example, those in waiver areas or receiving state exemptions), these individuals must meet work requirements or face time limits on food stamp benefit receipt.

C. CALCULATING FSP PARTICIPATION RATES

We estimate aggregate participation rates by dividing the number of participants recorded in the adjusted Program Operations data by the number of eligible individuals simulated on the basis of CPS data. The numbers of participants and eligible individuals used to calculate participation rates are presented in Appendix A for September 2001, Appendix B for FY 2001, and in the Technical Appendices to this report at www.fns.usda.gov/oane/MENU/Published/FSP/Participation.htm for September 1999, September 2000, FY 1999, and FY 2000.

FIGURE D.1

TRENDS IN INDIVIDUAL PARTICIPATION RATES BY DATA SOURCE, 1984-2001



Source: FSP Program Operations data, FSPQC data, SIPP data, and March CPS data for the years shown.

*There is a break in the time series in August 1994 due to revisions in the methodology for determining eligibility.

TABLE D.1

FISCAL YEAR 2001 FSP ELIGIBILITY PARAMETERS

Countable Assets Screen	\$2,000 for households without elderly members \$3,000 for households with elderly members			
Gross Income Screen	130 percent of the 2000 DHHS Poverty Guidelines			
Net Income Screen	100 percent of the 2000 DHHS Poverty Guidelines			
Monthly Poverty Guidelines	Unit Size	Continental US	Alaska	Hawaii
	1	\$ 696	\$ 870	\$ 800
	2	938	1,172	1,078
	3	1,180	1,475	1,356
	4	1,421	1,770	1,635
	5	1,663	2,080	1,913
	6	1,905	2,382	2,191
	7	2,146	2,685	2,470
	8	2,388	2,987	2,748
	Each Additional	+ 242	+ 303	+ 279
Standard Deduction		Continental US	Alaska	Hawaii
		\$134	\$229	\$189
Maximum Dependent Care Deduction	\$200 for dependents under age 2, \$175 for dependents age 2 and over			
Excess Shelter Deduction		Continental US	Alaska	Hawaii
		\$300/\$340	\$521/\$543	\$429/\$458
Benefit Calculation	Benefit = Maximum benefit – 30 percent of Net Income			
Maximum Monthly Benefit	Unit Size	Continental US	Alaska	Hawaii
	1	\$130	\$160	\$199
	2	238	294	366
	3	341	421	524
	4	434	535	665
	5	515	635	790
	6	618	762	948
	7	683	842	1,048
	8	781	963	1,198
	Each Additional	+ 98	+ 120	+ 150
Minimum Monthly Benefit	Unit Size			
	1 - 2	\$10		
	3+	\$ 0		
Categorically Eligible	Receipt of cash or in-kind TANF benefits, SSI, or GA			
SSI Cashout States	California only			

NOTE: Eligibility parameters are for the 50 states and the District of Columbia. Puerto Rico is excluded from data for 1976 and 1978 in order to be consistent with other years, and Guam and the Virgin Islands are excluded for all years.

^a The cap on the excess shelter deduction increased to the higher amount for all units certified or recertified after March 1, 2001.

TABLE D.2
UNWEIGHTED SAMPLE SIZES FOR THE CPS

Analysis Year ^a	Eligible Households ^b	Eligible Units ^b	All Households
1976	12,276	12,276	68,294
1978	10,122	10,122	68,455
1980	11,372	11,372	81,451
1982	10,335	10,335	73,195
1984	9,719	9,719	74,568
1986	9,953	9,953	73,843
1988	8,751	8,751	70,454
1990	9,348	9,348	75,076
1991	9,714	9,714	74,236
1992	10,280	10,280	73,878
1993	10,172	10,172	73,126
1994 (o)	9,992	9,992	72,152
1994 (r)	9,075	10,424	72,152
1995	7,962	9,175	63,339
1996	8,077	9,266	64,046
1997	7,890	9,242	64,659
1998	7,545	8,747	65,377
1999	7,096	8,179	64,944
2000	10,271	11,590	78,054
2001	10,559	11,970	78,265

^a There are two estimates for 1994 due to the revised methodology for determining food stamp eligibility. This new methodology incorporates a new asset test algorithm, an improved food stamp unit definition, and an enhanced pure PA unit definition. The original estimate (o) is based on the methodology employed in all previous trends studies, while the revised estimate (r) is based on the new methodology.

^b The sample sizes of eligible households and of eligible units are identical under the methodology employed from 1976 until 1994(o) because only one unit could exist per household. Under the revised methodology used in 1994(r) and later, some households are simulated to form multiple units.

TABLE D.3

FSPQC ADJUSTMENT RATIOS

	Individual	Unit	Benefit
September 2001			
Program Operations: Adjusted Total ^a	17,815,016	7,654,691	1,342,096,307
FSPQC: Total	16,979,717	7,280,175	1,229,739,706
Error Rate ^b	0.02137	0.02015	0.04280
Final Adjustment Ratio ^c	0.97804	0.98100	1.02003
September 2000			
Program Operations: Adjusted Total ^a	16,979,717	7,280,175	1,229,739,706
FSPQC: Total	16,948,749	7,274,106	1,144,244,970
Error Rate ^b	0.02405	0.02224	0.04110
Final Adjustment Ratio ^c	0.97773	0.97857	1.030546
September 1999			
Program Operations: Adjusted Total ^a	1,7489,575	7,431,594	1,251,855,986
FSPQC: Total	17,120,217	7,456,947	1,163,454,877
Error Rate ^b	0.02339	0.02043	0.04168
Final Adjustment Ratio ^c	0.99768	0.97624	1.03113
FY 2001			
Program Operations: Adjusted Total ^a	17,266,522	7,434,793	1,294,704,301
FSPQC: Total	17,252,470	7,434,788	1,209,220,193
Error Rate ^b	0.02137	0.02015	0.04280
Final Adjustment Ratio ^c	0.98065	0.97863	1.02487
FY 2000			
Program Operations: Adjusted Total ^a	17,116,792	7,319,374	1,243,293,682
FSPQC: Total	17,046,670	7,319,377	1,153,940,577
Error Rate ^b	0.02405	0.02224	0.04110
Final Adjustment Ratio ^c	0.97997	0.97776	1.03315
FY 1999			
Program Operations: Adjusted Total ^a	18,134,485	7,652,410	1,305,904,769
FSPQC: Total	18,099,607	7,652,410	1,235,927,597
Error Rate ^b	0.02339	0.02043	0.04168
Final Adjustment Ratio ^c	0.97849	0.97957	1.01258

^a The Program Operations adjusted total is the total number of participants in the FSP minus participants in Guam and the Virgin Islands and participants receiving food stamps for disasters.

^b The Error Rate is the percentage of participating individuals and units found to be ineligible and the percentage of benefits issued in error based on information provided by FNS.

^c For each subgroup, the number of participants in the FSPQC is multiplied by the Final Adjustment Ratio to calculate the final estimate of participants used in the numerator of the participation rate.

TABLE D.4

UNWEIGHTED SAMPLE SIZES FOR THE FSPQC CASE RECORDS

Month/Year	FSPQC Case Records
September 1976	11,038
February 1978	14,211
August 1980	4,140
August 1982	7,224
August 1984	6,918
July/August 1986	11,010
July/August 1988	10,695
July/August 1990	10,639
July/August 1991	10,602
July/August 1992	9,586
July/August 1993	9,389
August/September 1994	8,933
August/September 1995	8,313
August/September 1996	8,304
August/September 1997	7,907
August/September 1998	7,336
August/September 1999	7,558
August/September 2000	7,610
August/September 2001	7,824
Fiscal Year 2001	46,412

* NATIONAL AGRICULTURAL LIBRARY



1022503261